SURVEY Midmonthly

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MARCH JOURNAL OF SOCIAL WORK 1943

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So They Say

• To end war does not bring peace. It merely makes peace possible—EDUARD C. LINDEMAN *in "Frontiers of Democracy."*

• Today the power of the pressure group rests upon the premise of general social scientific illiteracy.—ALVIN JOHNSON, *director, New School for Social Research, New York.*

• Right is something which must be enforced even against the interest of the individual and the nation.—CONRAD COUNT VON PREYSING, *Roman Catholic Bishop of Berlin, in a Christmas pastoral letter, 1942.*

• The British, if sometimes our rivals in the world, are also our partners. Their team may not be our team, but it plays in the same league, and we speak freely when its pitchers bungle their throws.—LEWIS GANNETT, *in the New York Herald Tribune.*

• It is so much easier to draw a blueprint of Utopia than a relatively smooth working measure of economic control dealing with even one of the many problems begot by the concentration of economic power.—FELIX FRANKFURTER, *Associate Justice of the U. S. Supreme Court.*

Madame Chiang Kai-shek to American audiences:

• Identity of ideals is the strongest possible solvent of racial dissimilarities.

• While we must not be visionary we must have vision so that peace should not be punitive in spirit.

• It would be just as irrational for a man to claim that he was self-made as for a nation to believe that it could be self-sufficient.

• From five and a half years of experience we in China are convinced that it is the better part of wisdom not to accept failure ignominiously, but to risk its gloriously.

• While it may be difficult for us not to feel bitterness for the injuries we have suffered at the hands of the aggressors, let us remember that recrimination and hatred will lead us nowhere. We should use our energy to better purpose so that every nation will be enabled to use its native genius and energy for the reconstruction of a permanently progressive world with all nations participating on an equitable and just basis.

• Nations are born stoics and die epicureans.—WILL DURANT *in "The Life of Greece."*

• Japan, Germany, and Italy have challenged not merely the strength but the moral fitness of the democratic nations.—ALAIN LOCKE *in Survey Graphic.*

• Without proper home training in morals and manners we can expect only disorderly, unbalanced youth.—MONSIGNOR BRYAN J. MCENTEGERT, *national director, Catholic Near East Welfare Association.*

• The world revolt against civilization, of which the war is the military phase, would not have happened if we had served more faithfully the ideas on which our civilization rests.—HERBERT AGAR, *former editor of the Louisville Courier-Journal, now a naval officer.*

• Why is it so characteristic of our democratic society that we can be lavish with public funds in trying to *cure* dependency, delinquency, sickness, and crime, but absolutely nearsighted and niggardly in the field of *prevention?*—BURTON P. FOWLER, *to the Delaware White House Conference on Children in a Democracy.*

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SURVEY MIDMONTHLY

MARCH 1943 VOL. LXXIX NO. 3

In May Act Areas

By KATHRYN CLOSE

"TELL me what he looks like. I'll find him for you."

The girl only giggled in response and glanced quickly from one to the other of the five soldiers who had her almost completely encircled. She was extremely young, thin almost to the point of gauntness, shabbily but jauntily dressed. When her eyes finished their swift survey they reached beyond the immediate circle to the khaki-colored crowds that filled the tiny bus station and spilled out onto the street. Her pupils were large with excitement and her face was flushed.

It was in Fayetteville, N. C., on a Saturday night last January. Perhaps the girl later found the soldier she had followed to Fort Bragg—found him among the thousands of uniformed men who "take over" Fayetteville on week-ends. Perhaps, too, she was lucky enough to obtain a place to stay in a town which has had so many people come in since the 1940 census that no one can even guess at its present population. Perhaps, on the other hand, there began that night a series of events which will ultimately terminate with the girl's entrance into the Federal Reformatory for Women at Alderson, W. Va.

No over-active imagination has been needed to conjure up the last named possibility. On the basis of chance it is probably the most likely of the three. Only two days after the occurrence of this scene in the Fayetteville bus station, forty-eight girls, the majority of them in their 'teens, were sentenced in North Carolina to a year at Alderson for violation of the May act. At least half the defendants said they had come to Fayetteville to be near a husband or a boy friend stationed at Fort Bragg. Over half of them, at the time of their arrest, were found to be infected with venereal disease.

The May act, making prostitution a federal offense, is in force only in those areas in which it has been declared by the Secretary of War to be invoked—thus far but two: the twelve North Carolina counties surrounding and including Fort Bragg, and twenty-seven counties in middle Tennessee. Passed by Congress in July 1941 as a venereal disease control measure, its purpose is to provide a means of clearing out organized prostitution from cantonment areas where local authorities are apathetic or where the problem is too big for them to handle. Unfortunately for consistency, Congress failed to define the word "prostitution," so that in the western part of the Tennessee area it is almost impossible to get a conviction under the law; while in the North Carolina counties 'teen-age girls who have been more promiscuous than mercenary are sent to prison along with hardened prostitutes.

THE TWENTY-SEVEN TENNESSEE COUNTIES WERE THE first to come under the May act. They contain the middle Tennessee army maneuver area as well as several army camps and training fields, the largest of which is Camp Forrest. Army officials first began to frown on the local authorities when a sharp increase in the venereal disease rates in the Second Army became apparent after the spring maneuvers of 1941. The rise, perhaps, was to be expected. It was no military secret that the maneuver area had been the scene of a feminine invasion—"professional" women, adventurous girls, juvenile runaways, sweethearts, and wives, who came from near and far by automobile, trailer, bus or "thumb," attracted by the soldiers. Moreover, Nashville, the only nearby city, the natural magnet for men off-duty, was a "wide open" town with a well known red light district directly behind the state capitol. Since Nashville is the only large city in middle Tennessee, it was also the off-duty destination for men from Camp Forrest as well as from the smaller and nearer army bases. Fifty percent of the venereal disease reported at Camp Forrest was contracted in Nashville, and Camp Forrest had a venereal disease rate that was far above the average. In the fall of 1941, the authorities of the city of Nashville and of the twenty-seven middle Tennessee counties received fair warning from army officials that "something must be done."

The procedure for invoking the May act is long and intricate. There are several warnings, preliminary surveys, and periods of probation before final recommendation is sent to the War Department. Though the first warning was issued in Tennessee in the early fall of 1941, it was May 1942 before the act was finally invoked. The State Health Department had pushed for the invocation of the act, since in rural areas public officials were legally powerless to institute any clean-up campaign because of the inadequacy of the state prostitution and venereal di-

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sease control laws.* On the other hand, Nashville, with a city's power to pass ordinances and enforce them, seemed disinterested in any kind of repression program until the army threatened to declare the city "off limits" for all soldiers. This threat, perhaps more than the approach of the May act, was behind the sudden move to stage a vice campaign a week before the May act was invoked. By the time that arm of the federal law reached over the city, the red light district was closed and prostitution had gone under cover.

The May act has never really been enforced in Nashville nor in the western sixteen of the twenty-seven Tennessee counties where it has been invoked. At first the special agents of the Federal Bureau of Investigation from Memphis headquarters worked diligently with the local police in making cases to be brought before the U. S. District Court. But out of twenty-nine cases to come into court up to February 1942 there were only two jury convictions and one guilty plea; and one of the convictions has been set aside for a new trial. On the other hand, in the eleven eastern middle Tennessee counties, which come under the jurisdiction of a different judge as well as a different FBI office, there have been some sixty May act sentences, most of them guilty pleas. The contrast in results seems to arise in part from a difference in the interpretation of prostitution on the part of the judges and in what they are willing to accept as evidence in a prostitution case. However, the lack of guilty pleas in the Nashville area may be the natural result of the "not guilty" verdict handed down by the jury in the first—and greatly publicized—May act case.

THE HISTORY OF THE MAY ACT IN THE TWELVE NORTH Carolina counties has been in even sharper contrast to its history in the western middle Tennessee area. The U. S. District Court, which sits at Raleigh, N. C., has a record of some 200 sentences under the act, including members of all the branches of organized vice—prostitutes, soliciting cab drivers, street procurers, and owners of houses—but also including numerous 'teen-age girls whose promiscuity might be attributed as much to the glamor of the uniform and a strange sense of patriotism as to a desire to supplement a meager income.

The act went into effect in North Carolina in July 1942, after it had become apparent that state and local authorities were unequal to the task of controlling conditions in Fayetteville, Raleigh, and other off-duty destinations of soldiers from Fort Bragg, where venereal disease rates were high. Though actual red light districts were not a part of the scene in these cities, prostitution was carried on without much disturbance and followed the usual pattern edged with cab drivers, bell hops, property owners, and the like. Just outside Fayetteville "vice" was further encouraged by a ten-mile stretch of road that was lined with honky-tonks, juke joints and tourist cabins, where the line separating promiscuity from prostitution became exceedingly thin.

North Carolina's failure to handle the situation came not so much from the lack of legal authority as from a failure of health and law enforcement agencies to work together. State health officials were reluctant to quarantine persons for venereal disease, but they railed at local officials for neglecting to clamp down on prostitution. The habit of local courts was to convict a prostitute or a panderer as a vagrant with a sentence of a small fine or a few days in jail and an apparent lightening of punishment with each repetition of arrest. Strangely enough, with the invocation of the May act, local authorities seemed to become aware of their own responsibility and began making arrests under the state prostitution law. In the past year, nearly as many women have been sent from the area to the state prison at Raleigh as to the federal reformatory at Alderson, W. Va. Local police also work closely with FBI agents on May act cases, though it is a little difficult for the outsider to understand how the choice between federal or state prosecution is determined. To army venereal disease officers the point may be immaterial so long as there is a drop in the disease rates.

Rates have fluctuated at Fort Bragg since last July when the May act was invoked and local responsibility reawakened, but the general trend has been downward, the combined rate for the last four months of 1942 being 33⅓ percent below the combined rate for the same period during 1941. Rates in the army camps in middle Tennessee have also fluctuated since the act was invoked there, but it is difficult to attach any relationship to their trend under the May act invocation because of the unevenness with which the act has been enforced in the area.

IF THE MAY ACT HAS NOT ACTUALLY PUT THE PROSTItutes of Nashville and western middle Tennessee behind bars, it has frightened most of them to cover or even, in some instances, out of the area. In Nashville, houses of prostitution no longer operate openly, and it is said that many of those that keep going on the sly are careful not to take soldiers as customers. However, though the venereal disease rate in the surrounding camps has dropped, the proportion attributed to Nashville is still high. And as the professional prostitutes and their satellites recede from the foreground of the picture, the part in bolstering those rates played by "enthusiastic amateurs" becomes more apparent.

People close to the situation in Nashville agree that the promiscuous 'teen-age girls and children who hang around the honky-tonks or roam the streets represent a problem of the utmost seriousness. However, city officials who are laying plans to combat the problem tend to view it solely as a menace to the army, with the girl of interest only so long as she is infected. Great hopes are hung on a new health ordinance which empowers the police to pick up girls on vagrancy, loitering, or drunkenness charges and hold them for venereal disease examination; and on a detention home, to be made available under Lanham act funds, where those found infected can be quarantined and rehabilitated. There are no resources or plans to aid the non-infected girl who will soon be infected unless she is returned home, helped to find useful employment, or just straightened out in her mind.

In Tennessee, an appalling number of the girls caught running after the soldiers are mere children. Frequently they are no more than eleven or twelve years old. However, facilities for the care of juvenile delinquents are extremely limited. Tennessee is an institution-minded state and its training schools for girls are already overcrowded. Other types of care, such as foster home placement, are rare, partly because of state tradition and partly because Juvenile

* New teeth were put into these laws last month when the state legislature passed two bills which had the endorsement of the American Social Hygiene Association, the U. S. Public Health Service, the American Bar Association, and army officials.

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Court probation officers in cities and child welfare workers in rural areas are few. Case work within an institution or follow-up supervision after release are unknown.

There is much talk in Nashville, as everywhere, of the prevention of juvenile delinquency through the day care (including after school care) of children of working mothers. But as one Tennessee social worker put it, "Why talk about day care when we can't keep the children in school." Girls that are still children become truants to take jobs as waitresses in the honky-tonks or just to hang around places where soldiers abound. Their quickness in learning how to pick up a dollar easily is not too surprising when it is remembered that many of them come from homes where overcrowded conditions allow for little or no privacy and where older children are frequently encouraged to leave home to make way for the younger ones. Many thoughtful persons in the area have expressed the belief that the seeds of much of the juvenile delinquency and 'teen-age irresponsibility which is thriving now in the favorable atmosphere of war excitement, were sown in the depression era when families were demoralized by long years of poverty and economic hopelessness. Few, if any, persons on the scene maintain that the problem was in any way stimulated by the moves to scare out organized prostitution. Pathetically young girls were chasing the soldiers long before the May act was even threatened in the area. If authorities are more aware of them now it is because they have not dwindled in numbers along with the decrease in professional prostitutes.

The same seems to be true in the North Carolina May act counties. Though there the promiscuous young girl runs as great a risk of being prosecuted under the act as does the professional prostitute, the threat of federal action does not seem to have the deterrent effect on her conduct that it has on the prostitute's. One reason may be that since her promiscuity is not in reality a business she is less conscious than the prostitute of the legal risks she is taking. Another is the constant mobility of girls of this type. They come and go with troop changes in Fort Bragg. Those that follow soldiers out of the area are replaced by new hordes that show up with the arrival of every new army contingent. The fact that within a five months period twelve different waitresses from one Fayetteville beer parlor were among the girls apprehended as suspects by the law enforcement agencies is indicative of the turnover even among those who find employment. Incidentally, all twelve of the waitresses when arrested had venereal disease, though at the time of employment each had had a clean bill of health.

In North Carolina, as in Tennessee, resources are scarce for the rehabilitation of the girl who is fast slipping into a life of prostitution. But even those social services that are available are not being called on by the federal agents who, in their enforcement of the May act, are constantly running into girls needing only a little understanding and aid to deflect them from a dangerous course. Though the two case workers of the USO Travelers Aid unit in Fayetteville are working overtime, their cases are for the most part girls who have been referred to them by the local police, or who have come for aid of their own accord. A family welfare agency in Raleigh has had only one case connected in any way with the May act—a family left destitute when its taxi driver head was convicted of soliciting. The only contact which the probation officers of the Wake County (Raleigh) Juvenile Court have had with federal authorities occurred when they helped furnish evidence of May act violation on the part of a woman whose interest in the soldiers resulted in flagrant neglect of her children. The Cumberland County (Fayetteville) Department of Public Welfare has never had a referral from the FBI agents.

Nevertheless, all of these agencies are deep in the problems that are old to social work but have increased in volume in army cantonment areas—juvenile delinquency, illegitimacy, child neglect. It is doubtful, therefore, whether they could service any appreciable number of promiscuous girls without some outside aid. Then, too, the problem is not entirely local. Less than 10 percent of the juvenile delinquents apprehended as violators of the May act have come from homes located in the twelve May act counties. A large proportion are from out of the state, every state east of the Mississippi being represented in the federal probation officers' files. Yet, because "social work involving the temporary care of young girls is not considered necessary to the war effort" by federal officials who stand guard over Lanham act funds, chances are slim of getting federal aid for any rehabilitation program not limited to the venereally diseased.

Federal officials charged with the enforcement of the May act in North Carolina also have shown a tendency to be interested in the promiscuous girl only insofar as she is a menace to the soldier. The district judge in pronouncing sentence draws no line of distinction between the young and the mature, the "good time girl" and the calculating prostitute. At the January trials girls of fifteen and sixteen were sentenced to a year at the Alderson Reformatory along with women of thirty-five and forty. Only two out of fifty convicted defendants were placed on probation. Although the probation officers had made pretrial investigations in better than 75 percent of the cases the judge did not ask for any probation reports to be read. Age, of course, is not always an indication of potentiality for rehabilitation. Nevertheless, in numerous instances between the ugly facts of the testimony—usually a signed statement obtained "without duress" from the girls by the FBI investigators—was revealed the story of a girl who had been stranded when her particular soldier was sent on to another area, or had become bored and lonely when he was on duty in camp, or had found the presence of so many uniforms in her place of employment too much of a strain on her moral resistance. Promiscuous girls who accepted only food and drink from their "dates" received as stringent sentences as those who had charged a regular fee for their favors.

In all fairness to the federal authorities it must be pointed out that the number of juveniles (in federal law persons seventeen years of age or younger) tried in open court is small, though approximately 20 percent of all girls apprehended under the act are juveniles. Most of them are "diverted" from the federal court to the local juvenile authorities of their home communities after an appropriate social study by one of the two federal probation officers in the May act area. It is certainly no fault of the federal officers if some home communities have no proper juvenile authorities nor if good state institutional facilities are not available for all those for whom they would seem to be

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indicated. When local or state facilities for care or supervision are lacking, there is little choice but to hold the juvenile for trial in federal court and probable sentence to a year at Alderson. For example, such would be the almost unavoidable procedure in the case of a fifteen-year-old Negro girl whose home in North Carolina was not conducive to constructive supervision, for North Carolina has no institutional facilities whatever for the care of Negro girls.

The Federal Reformatory for Women at Alderson, W. Va., is a model institution which uses all the modern sociological methods for rehabilitation. It may be that several months of its treatment is just the remedy needed to bring strength to some girls. But it may also be true that in some instances a confused girl could be put on firmer ground without a prison sentence through the aid of someone who could diagnose the source of her maladjustment and prescribe the most likely remedy for its cure, whether it be home supervision, constructive employment, vocational training, or institutional care. It was such reasoning which prompted the North Carolina State Department of Welfare to put in a request for Lanham act funds for a Classification Unit to provide a temporary home for all girls apprehended in the military areas as well as some who might voluntarily come for aid, and to be staffed with skilled personnel equipped to help them individually to plan for their future. However, the request was turned down, so that now in North Carolina there are no detention facilities for arrested girls—infected or non-infected, juvenile or adult—other than the county jails.

The May act juveniles and 'teen-age girls who share the crowded women's jails with long-experienced prostitutes sometimes have to wait for several weeks or even two or three months before they are brought to trial or "diverted" to their home authorities. It is allowable, of course, to make bond, but this is usually set around $500 and few but the more prosperous prostitutes can afford to pay it. The January May act trials were held in a special session of the court called because the jails were so full that a clearing out was necessary if new arrests were to be made. Many of the girls who then appeared in court had been in custody since the preceding November. Those with venereal disease were not receiving treatment in the jails.

Common denominator, then, in the Tennessee and North Carolina May act areas where the federal government's attempt to perform what is usually a community function has met with such contrasting results, is the fact that the promiscuous girl is still a serious problem, as she is in every cantonment area. Perhaps the federal government cannot be expected to get at causes and lay plans for prevention, but it is unfortunate that so many of the areas where the problem is greatest because of large concentrations of troops are the very areas where local social resources have been at a minimum even in normal times.

In some localities the USO is taking constructive steps to meet the problem through its services to women and girls. In Fayetteville, N. C., for instance, the USO Travelers Aid unit operates a lounge on a twenty-four hour basis, which is available for newly arrived girls who might otherwise have to spend the night in the bus or railway terminals. The unit also operates a room registry and has two case workers available for counseling services. All the USO recreation clubs in Fayetteville schedule group programs for soldiers' wives faced with lonely unoccupied hours in a strange community. But the scale of the USO's work with women and girls, at least in that overcrowded town, makes it hardly more than a demonstration project. Moreover, in its case work services the USO is consistently being hampered by the lack of local resources with which to work.

If the federal government sees its main role in social protection as protecting the soldier from the dangerous girl, local communities are hardly absolved from the social responsibility of protecting the young girl not only from infection but also from the moral and spiritual degeneration that are among the greatest hazards of war. Perhaps local social agencies can do more than regret that law enforcement agencies do not call on them for help. Perhaps it is up to them to tell the law enforcement agencies of the kind of help they can render. It would seem that a simple and possibly effective step would lie in the area of community organization. A planning committee composed of representatives of every agency that comes in contact with or is in a position to help the promiscuous girl might be able to devise a comprehensive program that would put as much emphasis on prevention as on treatment. Such a committee could at least perform an interpretive job so that local resources would not be passed up because of unawareness of what they have to offer. It might also serve to stimulate interest on the part of the local community in injecting some preventive serum into the problem by increasing the recreational and counseling facilities available.

Social workers alone, perhaps, cannot be expected to work the miracle of eliminating the "inevitable" wartime problem of camp followers, but they can help the public to realize that the part that Mary and Betty and Flo are playing in making up the problem is not inevitable. If, with the resources they have at hand, they can accept their age-old task of demonstrating the value of prevention, perhaps they can get the public to understand what a large proportion of these 'teen-age "menaces" represent unnecessary casualties of war. Once the public understands, there is only a step to a change in the official view that "social work involving the temporary care of young girls is not . . . necessary to the war effort."

Conference Preview

By HOWARD R. KNIGHT

General Secretary, National Conference of Social Work

THE National Conference of Social Work was born in the midst of the depression of 1873—an aftermath of the Civil War. It carried on through the Spanish-American War and World War I. It held fast to its purpose through the dark days of the great depression of the 1930's. No one who was present at the 1933 meeting in Detroit in the midst of mass unemployment will ever forget the new courage and inspiration of that occasion. Ten years later, with the freedom of all peoples at stake, our National Conference faces its task impelled by a sense of grave responsibility.

For social work has a vital contribution to make in these days of global war. Look at the services to the men in khaki and blue that have been organized and expanded

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until they encircle the globe. Look at the responsibilities that have fallen to social work on the home front. Family life has been disrupted by the mobilization of manpower for war and for war industries. Staggering problems of health and housing, recreation, morals and morale, door-key children, all these and more have been thrust on hundreds of communities, ill-equipped with organization and experienced leadership to meet them, not to mention financial resources. Any social worker worth his salt knows that the battle on the home front is no less real than the battles overseas. If the coming peace is to be worth fighting for, victory must be won on both fronts.

New claims are already pressing on us and will continue to do so. A long-haul job is still ahead. The casualties that come home broken in body and mind, the families that inevitably will have to carry on somehow with the circle forever broken, will call for every bit of skill and experience we have to give. We, too, will have our full share in the task of succoring the plain ordinary human beings who survive the heels of oppression in the war devastated countries of Europe and the Far East. This must be done if any semblance of civilization is to survive. Human concern—not guns or machinery alone—must bring the future for which we are fighting.

For nearly three quarters of a century the annual meetings of the Conference have enabled social workers—leaders and fresh recruits, lay and professional, public and private—to exchange experience, to learn of new thinking and study, to face new problems, to plan together ways of meeting these problems, to share courage and craftsmanship in their everyday tasks in a thousand communities, to see the job as a whole and the part each one of us plays. And the purpose of this is that all of us, no matter what or where our duty may be, shall do a better, more efficient, more understanding job in the months ahead. Was there ever a time when the potential service of the Conference to social work was more needed than in the year of our Lord, 1943?

IN trying to meet its responsibilities, the Conference has faced difficulties. There was the transportation problem and the desire to square wholeheartedly with both the spirit and the letter of government directives. At its first meeting last fall, the executive committee adopted a plan for regional meetings instead of the customary national gathering that had been scheduled in Cleveland. The span of each regional meeting was cut down and placed in the middle of the week. Cities were selected after consideration of local facilities and their availability to serve our constituency with the minimum of travel. First came careful estimates of possible attendance. Previous experience was canvassed with respect to distances traveled and the habits of arrival and departure of delegates. A check was made as to how much each regional conference would increase the average traffic through the railroad and bus terminals of these cities. Our best guess is that this will be less than one percent.

The present plans call for meetings in New York City, March 8-12; St. Louis, April 12-16; and Cleveland, May 24-28. Originally San Francisco was also singled out as the location of a meeting. However, after consultation there with social workers and others concerned, the idea of convening on the West Coast in 1943 was dropped, with the expectation that if regional meetings are similarly organized in 1944 every effort will be made to have one accessible to the Pacific states. The Missouri Association for Social Welfare canceled its state conference and joined forces with the National Conference in a mutually happy arrangement. All this preliminary work was done, knowing that at any time the national situation might call for further changes or even the abandonment of the projects.

The three regional meetings are war conferences and the program is a war program. This is in response to a clear mandate from social workers the country over. Late last summer the Conference followed its usual procedure and asked individuals and groups in the main centers of practically every state to send in subjects or problems they felt were most important for discussion. Something like 1,500 people have participated in formulating this year's topics. Thus they are rooted in the social needs of hundreds of American communities as seen by social workers.

THE old framework of the Conference program is gone for the duration. The thinking and planning of section committees has been pooled. In addition, tentative plans were discussed with local leaders in each of the three cities where the meetings will be held. No previous program for an annual meeting has been so thoroughly reviewed or had the benefit of such widespread counsel. Last year, sections and special committees organized nearly one hundred programs. This year at each regional conference there will be about fifty meetings on subjects that seemed most important and in general are directly related to the war. This telescoped program will be presented at each of the three regional meetings with only minor changes. In a few instances one person will speak on the same topic at all three places. Usually, however, the topic will be presented by different speakers in each city. This may elicit interesting results. An effort has been made in each program to bring some speakers from other sections of the country so as to spread national thinking and experience.

Practically all of the usual associate groups will meet at one or more of the regional conferences. Only a few will be at all three. The annual business meeting and the meetings of the administrative committees—Time and Place, Nominations, Executive,—will be held at the Cleveland meeting.

Perhaps the keynote of the program is to be found in the topics for the sectional meetings the first morning. There will be no waste of time.

Meeting No. 1 is on The Impact of the War on Family Life; No. 2, The Mobilization of Manpower and the Social Problems Created Thereby; No. 3, The Impact of the War Upon Community Welfare Organization. Immediately following come: Children in Wartime; Youth in Wartime; Some Psychological Effects of the War; Defense Councils; and so on through the four days until on the last we find: The Contribution of Social Work to Postwar Reconstruction in the War Devastated Countries; Needed Changes in Social Security in this Country; Social Work in New Settings. In between are discussion meetings and the presentation of subjects that carry the more general subjects into particular sectors of work.

The general evening sessions—four at each regional meeting—will present, among others, Paul V. McNutt, chairman of the War Manpower Commission, on "The Mobilization of Manpower"; Max Lerner of Williams College, who will be remembered for his brilliant address

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at Grand Rapids, speaking on "What Makes Wartime Morale?"; and Herman Finer, one time reader in public administration at the University of London and now with the International Labour Office in Montreal, on the "Beveridge Report for Postwar Social Services in Britain."

These regional meetings will not be "business as usual." As this is written, our Conference president, Fred K. Hoehler, is overseas on an important mission for the government. His address, however, will be given. If he is not back he will be with us in spirit, for the program itself reflects his effective leadership throughout this trying year. And back of that has ranged his work at a score of points in the national effort as director of the American Public Welfare Association.

Not a few of the conference members are in uniform, among them Lt. Col. M. O. Bousefield, Major Charles I. Schottland, Major Alvin R. Guyler, Major Elwood W. Camp of the U. S. Army; and Lt. Commander Geoffrey May, Lt. Robert Heininger, Lt. (j.g.) Louis Hosch of the U. S. Navy. Others, though not in the military service are overseas. Our thoughts at the meetings will go out to our president, Fred Hoehler, in Africa; to Helen Hall and her Red Cross associates in Australia; to Eric Biddle, observer for the American Public Welfare Association in England; and to the many other conference friends at United Nations posts around the world. We know that these far distant social workers are counting on us to hold the home front. We will.

The Beveridge Report

By BEULAH AMIDON

THE Beveridge Report* is establishing some sort of record as a best selling public document both in Britain and the United States. It has been widely commented upon and discussed on both sides of the Atlantic. Over-exuberant references to it as "a blueprint of the future," "a formula for abolishing poverty," and so on, have created widespread misunderstanding as to the proposals submitted to Parliament by the British economist, Sir William Beveridge.

As the report itself states, it puts forward "a scheme of social insurance against interruption and destruction of earning power and for special expenditure arising at birth, marriage or death." It is, in other words, an extension and integration of existing British social insurances, and a "streamlining" of their administration in the interest of efficiency and economy.

The Beveridge plan can be understood by Americans only against the background of British experience with social insurance. The British were pioneers in this field. Where American experience with nationwide social insurance goes back less than a decade, the first British unemployment insurance measure was enacted early in 1911. Old age and a form of survivors' insurance were introduced in 1925. Compulsory sickness insurance was enacted in 1911, but earlier than that a large proportion of British workers were members of organizations providing sickness insurance on a voluntary basis.

The Beveridge report is based on a study of want, in which many governmental agencies participated through an Interdepartmental Committee on Social Insurance and Allied Services, appointed in June 1941. The first responsibility of the committee was to survey, the second to recommend. But while the entire committee participated in the study, the recommendations are offered by the chairman alone. This, Sir William Beveridge explains, is due to the fact that "all members of the committee other than the chairman are civil servants. Many of the matters dealt with in the report raise questions of policy, on which it would be inappropriate for any civil servant to express an opinion except on behalf of the Minister to whom he is responsible; some of these matters are so important as to call for decision by the government as a whole." The document is, therefore, in a literal sense "the Beveridge Report."

The author had three guiding principles in formulating his recommendations. The first is that "any proposals for the future, while they should use to the full the experience gathered in the past, should not be restricted by consideration of sectional interests established in the obtaining of that experience." The second principle is that "organization of social insurance should be treated as one part only of a comprehensive policy of social progress. Social insurance fully developed may provide income security; it is an attack upon Want. But Want is only one of five giants on the road of reconstruction and in some ways the easiest to attack. The others are Disease, Ignorance, Squalor, and Idleness." These other "giants" are not tackled by the report. The third principle is that "social security must be achieved by cooperation between the state and the individual."

The plan takes into account the present decline in death and birthrates, the author pointing out that "the first fact makes it necessary to seek ways of postponing the age of retirement from work rather than of hastening it. The second fact makes it imperative to give first place in social expenditure to the care of childhood and to the safeguarding of maternity."

THE scheme embodies six principles: a flat rate of subsistence benefit; a flat rate of contribution; unification of administrative responsibility; adequacy of benefit to maintain the minimum standard; comprehensiveness; and classification, that is, adaptation to "the different ways of life of different sections of the community."

In this country, unemployment compensation and old age and survivors' insurance benefits depend in part on the earnings of the insured person. Britain has always preferred a flat rate, regardless of earnings. Under the Beveridge plan, this flat rate normally would be the same for unemployment, disability, and old age, on the principle that the individual requires the same sum to avoid want, whatever the cause of the cessation of his normal income.

In line with the principle of flat benefit rates, the British favor a flat rate of contribution, instead of a percentage

* SOCIAL INSURANCE AND ALLIED SERVICES: Report by Sir William Beveridge. Macmillan. 299 pp. Price $1, postpaid by Survey Associates, Inc.

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of payroll and wages. Under the Beveridge plan, all persons covered by insurance, whatever their income, would make the same contribution toward the same level of security. The only exception would be the employer whose workers are exposed to high accident risks, and who would be required to pay a higher rate against disability due to industrial accident.

The Beveridge Report would consolidate the administration of all forms of compulsory social insurance, while retaining the established principle of three-way sharing of costs among the insured person, his employer (if he has an employer), and the state. But each party would make a single weekly contribution, and a single record would be required. Drawing on unemployment insurance and assistance experience, the report proposes "a national administration which is not centralized at Whitehall but is carried out through responsible regional and local officers, acting at all points in close cooperation with representatives of the communities which they serve."

The benefits recommended are intended to be sufficient to meet subsistence needs under normal circumstances. Critics of the Beveridge plan have condemned as inadequate the benefit schedules submitted. As translated from British to American currency, they would provide, for example, for a man and a wife who are not gainfully employed, $8.08 a week. Such figures, however, are open to interpretation. Until the comparisons have been statistically "adjusted" for differences in income levels and standard of living between Britain and this country, they are misleading.

The report underscores the importance of comprehensive social insurance, warning against leaving to assistance or to voluntary measures any risk so general that it could be covered by social insurance.

Sir William Beveridge is careful to state that under "classification" he is not referring to "economic or social classes in the ordinary sense." Rather, he is proposing that social insurance take into account the differing needs of "those dependent on earnings by employment under contract of service, of those earning in other ways, of those rendering the vital unpaid service of housewives, of those not yet of age to earn, and of those past earning."

Taking all these classes together, and considering together the special needs of married women, it is possible to define eight main causes of want which require compulsory insurance. Though there are many other hazards which may be covered by insurance, they are not hazards faced by all, and therefore they should be met by some form of voluntary protection. The eight universal causes of want are unemployment; disability; loss of livelihood by a person who is not regularly employed; retirement because of age; marriage needs of women; expenses of childhood; funeral expenses; sickness or incapacity.

In proposing to make the British social insurance system an adequate bulwark for the entire population against these primary causes of want, the Beveridge Report suggests twenty-three major changes.

Unemployment Insurance: The most sweeping proposed change is that benefit payments be continued indefinitely at their full rate, on condition that the insured worker attend a work or training center after being jobless for a limited period. The report lays down the principle that those receiving benefits cannot insist on getting the kind of work they have always done, or on refusal to move to another locality in order to obtain employment. Every worker would be covered by unemployment insurance, including occupations and income levels now excluded.

Disability: The Beveridge Report recommends the abolition of the present system of workmen's compensation, and the substitution of a unified system of insurance providing the same safeguards against disability whether it be caused by accident or illness. Because of difficulties of administration, it is proposed that disability benefits for independent workers be limited to "prolonged disability," with payments beginning only after thirteen weeks.

Loss of Livelihood: The report recognizes the difficulty of providing independent workers with the same kind of security provided for those employed. It recognizes also the problem of unpaid workers whose means of livelihood may fail, including housewives, and those who keep house for parents or other relatives. It is suggested that they be given a "training benefit," without a means test, equal to the unemployment benefit, while being trained in a wage-earning occupation.

Old Age and Retirement: The report recommends that old age insurance be extended on a uniform basis to all persons of working age, whether gainfully employed or not, but that benefit payments be limited to those actually retired from work. Benefit payments would be on the same scale as unemployment benefits, but with slight increases upon retirement to those who continue to work beyond the minimum retirement age.

Special Needs of Married Women: Married women would be safeguarded by special provisions against a series of financial hazards connected with marriage. These include a special marriage grant to cover the unusual expenses a woman normally incurs when she marries; a maternity grant for the costs of childbirth; a special maternity grant for an employed married woman before and after childbirth. The loss due to interruption of her husband's earnings would be covered, in part, by extra allowance for wives under the unemployment, disability, and old age provisions. There is a series of special proposals for widows, including a temporary widow's benefit, a guardian benefit while she is caring for children, and a training benefit for an older or a childless widow. Similar provisions would safeguard a woman in case of separation. A further provision would cover the cost of paid help in the case of a married woman unable to carry on household duties because of sickness or disability.

Needs of Childhood: The Beveridge Report proposes an allowance for all children except the first in any family, whatever the parents' income. If the family breadwinner is entitled to unemployment or other benefit, the first child is also entitled to an allowance.

Funeral Expenses: People in England, as in this country, have relied chiefly on expensive industrial insurance to cover funeral costs. The report proposes a funeral grant for everyone (though not payable in the beginning to persons over sixty) with varying rates for adults and children.

Sickness: The report proposes a national health service, separate from the social insurance scheme. This agency would have complete control over the medical aspects of

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the sickness problem, and the rehabilitation of those disabled by sickness. Whether this program should be financed in part out of social insurance funds was left open for discussion, as were the questions of including hospital and dental care. Cash benefits would be paid, as part of the social insurance scheme, to those suffering loss of income because of illness, and to those being rehabilitated. These benefits would correspond in amount to unemployment compensation.

Most of the other proposed changes in the British social insurance system have to do with the unification of administration.

The report estimates that the scheme, including social insurance, national assistance to forestall want due to causes not covered by social insurance, children's allowances, and the suggested health and rehabilitation program, would cost $2,788,000,000 in 1945, and $3,432,000,000 in 1965. The twenty-year increase is laid primarily to the growing proportion of older persons in the population. These costs are to be compared with the costs of Britain's existing social insurance and assistance schemes. These are estimated at $1,660,000,000 for 1945, plus heavy supplementation from relief and private charity.

The Beveridge plan would be financed by the national treasury, that is, out of tax funds; and by contributions from insured persons and by the employers of insured persons. It is recommended that the joint contributions of employers and employes carry two thirds of the cost of unemployment; five sixths of the cost of retirement pensions, as well as maternity and disability grants, widows' and guardian benefits, and the whole cost of marriage and funeral grants. For men over twenty-one years of age, the total weekly contribution would be about 86 cents, for women about 71 cents; for employers in non-hazardous industries, the corresponding figures are approximately 65 and 50 cents.

The British government has accepted the Beveridge Report "in principle," but Parliament on February 18, by a vote of 335 to 119, rejected the proposal to put it into effect at once. The report remains very much alive as a political issue, but for the present it can be considered only as a "plan." Parliament has refused to implement it by creating a Ministry of Social Security to put it into effect. This dismissal, for the present, of the program for "freedom from want" in postwar Britain did not lead to the parliamentary crisis that loomed in the days when the report was under debate. As *The New York Times* correspondent reported: "Labor sounded tough during the debate, but when it came to the test its representatives decided to remain in their jobs in the interest of national unity, rather than give them up on an issue of party principle."

But the report itself should be widely studied and discussed and clearly understood in this country, as well as in Britain. In its conception of social security, and in its proposals for attaining the objectives it defines, it is certain to influence profoundly the postwar planning of the English-speaking world.

The Case for Internal Migration

By PAUL H. LANDIS

Dean of the Graduate School and Head of the Department of Rural Sociology, State College of Washington

THE thirty-third volume of the hearings of the Tolan committee appointed to study interstate migration recently came from the press. This brings the testimony to 13,000 pages, some eight and a half million words.

With these reports climaxing a decade of unfavorable comment on internal migration by both scientific and popular press, there is danger that internal migration will come to be considered an unmitigated evil. True, internal migration creates problems, especially when it is motivated by catastrophe, a movement of compulsion rather than one inspired by the magnet of opportunity. But this granted, there is the other side—internal migration is essential to personal happiness and to economic and social balance. To dry up the spring of migration would be a greater national catastrophe than migration ever has been. To control it rigorously would lead to maladjustments more extensive than those pictured in "Grapes of Wrath."

The personality too closely confined stagnates in the dread monotony of old routine. The endless expanse of the road opens new channels of stimulation, breeds an awareness of the bigness of life. The opportunity to migrate during the early '40's has brought psychological release to thousands who were dammed up in the confines of a local environment throughout the depression days of the '30's when the avenues of movement, both upward and outward, were blocked.

Even defeated groups labeled "destitute migrants," if my observations are correct, often find a happy escape from their difficulties in the anonymity of the road. Migration brings release from their accepted status, offers escape from defeat. If they move to an environment of strangers, they are permitted to start life over, a psychological advantage which may more than compensate for the hazards and privations of the road; a psychological advantage which, in fact, is denied to those who remain anchored in their old communities fenced off by the attitudes of their neighbors into an inferior social pale.

For every volume, scientific and popular, written on the disastrous consequences of migration during the depression decade, a comparable one could be written describing equally vividly the defeat, frustration, and suffering caused by the blocking of the avenues of movement for tens of thousands who endured a forced stability. Their corroding idleness and forced inactivity become a source of personal and family conflict, an element in their despair and defeat.

Too often we mercenary-minded Americans are inclined to consider migration a failure if it does not bring an easy economic gain, overlooking the fact that many of the most stable also fail. Stability, in some cases, is motivated by the easier access to relief funds that fixed residence gives to the economically dispossessed.

For every case history of a migrant youth riding the rails during the crisis of the early '30's, dissipating his energy in aimless migration, others could be written, many of them with a rural setting, of frustrated young people

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who turned in upon themselves and were consumed by an introverted type of degeneration in which the mind preyed upon its own miseries.

Frederick Jackson Turner, historian, in his famous works on the American frontier advanced the thesis that the westward trek acted as a safety valve for social friction and social unrest. All migration does, even when the frontier has receded into history. It is the movement itself that brings release. The frontier can be imaginary and still relieve from frustration.

Those who dream of a stable population in a democratic nation where everyone is stimulated by numerous indirect contacts with the larger world through movie, press, radio, and casual travel, are hoping for the return of a world which can never exist so long as democratic processes operate freely. Dry up the channels of communication; destroy the institutions of free public education; destroy the dynamic character of an industrial society; then and only then can the dream of a stable society come true.

There can be little contentment with forced confinement to the local group for those who by virtue of education and a taste of the mobile experience have faced the challenge of the road. It is true that the road offers many hardships to those of low economic status, but so does the abode. Stability is no guarantee in itself of prosperity, even though rolling stones traditionally gather no moss. Certainly sharecroppers of the cotton plantation have not purchased opportunity by their stability. In fact, it is doubtful whether their lot is in any sense better than that of the migrant laborers of the Far West drawn from over a half a continent by the "factory-farm." And the stable farm laborer of the West who is always condemned to live beyond the railroad tracks is not a whit more happy, more prosperous or optimistic than his transient brother. The transient and his child can at least escape caste stigma by running from it. He can daily bury his past in the strange surroundings that the road offers. One cannot be surprised that many of the defeated homeless, like the wealthy with their three abodes, find release in movement.

MOBILITY quickly becomes an attractive pattern even to the philistine type. Many stable plainsmen of the drought-depression decade experienced for the first time the zest and freedom that comes from movement and anonymity when they moved to the West Coast states. They came west to attain a new stability; on the other hand, great numbers who enjoyed their first experience on the road will be less stable in the future. Their next twenty-five years will not be spent in the same abode as was their last twenty-five.

Movement develops facility in adaptation; facility in adaptation breeds a desire for the conquests of the road. The taste of new experience calls for further new experience. The breaking of fetters of local environment once so tightly entwined about the person brings a freedom from locality that is permanent. Few people who have moved ever become as completely a part of the new community environment as of the old. They join with reservation into its activities and organization. Those who move frequently develop a degree of objectivity that is impossible in those who always stay. Any degree of movement permits a degree of contrast; old and new environments are compared. Multiply this experience and one eventually has the "hobo mind," whether on the bum or the millionaire level, the mind that views all locations with that degree of criticism of which only those who have seen many localities are capable.

Mobility has an educative value all its own. The grasp of an individual on life, his consciousness of its possibilities, is measured in considerable part by his mobility. The happiness of the alert mind is determined by its territorial compasses, both by vicarious means and overt action. This is so because the tendency of our type of civilization is to develop personalities that are happy only as they function dynamically in relation to the greater society.

Many an individual has been first shaken from complacency by some experience of the road, some struggle in adjusting to a new environment. Migration inevitably brings contact. Sometimes this contact leads to conflict, always to contrast. Mobility must therefore have an awakening effect upon the mind. Those who never move are like children in their comprehension of space. The widely traveled person is one who is most likely to understand the diversity of human behavior and the utmost limits of human possibilities.

MIGRATION has its community benefits. Students of society have recognized in contact and movement the larger forces of social change, in fact, its dynamic force. People who are isolated geographically or by tribal or national boundaries have been retarded in culture, stagnant in their civilization, unprogressive and backward looking; whereas mobile peoples have seen many ways of life, sampled the diversity of numerous environments and, consequently, become masters of men and space. Mobile peoples, because they borrow freely, become more objective, are able to select from the various cultures of mankind, and therefore to improve and modify their own. They are masters of space because they know geography, and, by virtue of its conquest, have learned how to make much of its resources and opportunities.

The isolated rural community in the United States is made alive in part by the outward migrant keeping up contacts back home by personal letters and return visits. His experience is shared vicariously in a measure with those who remain at home. This has been a major factor in awaking remote areas and in producing change and progress.

Without the "mobile equilibrium" characteristic of American society, dense pockets of population would stagnate in the more isolated regions. For example, the movement out of the Appalachian and Ozark Mountain regions serves as an automatic, even though imperfect, form of adjustment. Dam up that outward flow and problems in those regions reach crisis proportions.

But if migration offers some relief to the isolated community, it also offers much to the receiving community. True, the migrant from the isolated area brings problems to the new region, but he also brings manpower, youth, ambition. Often these migrants attack the new environment with energy, enterprise, and optimism that older settlers do not have. Dam up this stream of migrants and many communities, especially in large metropolitan centers, would be begging for workers.

From a national standpoint, ready mobility of the population is the secret of production strength. Never before in our history has this been so forcefully brought home as during the years since 1940. The power of a nation in any modern age is measured by its effective mobility.

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Shifting industrial power calls for shifts of large units of population, and in emergency situations the almost instantaneous shift of great armies of workers is the essence of success and of victory. Such mobility has always been the living, dynamic force of our ever-growing and ever-changing industrial order. Without this fluid equilibrium, there could be no boom industries, for such industries depend on America's mobile labor force.

Finally, I have the notion that our freedom to climb the social ladder upward is in considerable measure conditioned by freedom of movement outward. Cut off horizontal movement and sooner or later movement upward ceases. Achieve stability and the philosophy of universal opportunity will suffer decay.

Mobility is the safeguard of democratic traditions. Nothing so quickly destroys one's identity as migration. With the destruction of identity goes caste. Mobility helps one escape confining local standards and handicaps of social heritage. The break with family and old associates of the neighborhood erases old lines. Anchor people in the community for a lifetime—for generations—and the tracks inevitably become the dividing line between the successful and the unsuccessful, the "haves" and the "have-nots." It is then that the curse of the parents is visited on their children to the third and fourth generations through channels of social tradition. The youth in the new community passes for what he can do, for the way he works, behaves, or by some other criteria of his own making. Mobility is one of the great breakers of barriers between classes. The youth of parentage of high social status has little advantage unless he has the other qualities that go with success. The youth of low parentage has unlimited opportunity to jump to new social status unhampered by local community attitudes or restricted standards of the primary group.

In our nation with its open-class tradition, movement will cease only when men climb faster standing still, residence requirements as a condition to eligibility for relief notwithstanding. Still those in the worst circumstances expect to see better days by migration. I have talked to relief families who were in as bad circumstances as men could hope to find, but few expected to spend the remainder of their lives where they were. They still had confidence that tomorrow would be better. I have talked with farm laborers, some of whom have been on the road for years and have suffered untold hardship, but they feel confident that soon they will have little places of their own and settle down to live as John Steinbeck's Lenny and George vainly hoped to do with their own little house, garden, cow, and rabbits. These are the hopes of mobile men never taught to "know their place."

Some will say the undefeated hopes of defeated groups that impel them to migrate are to be classed with those futile hopes that forever rise in the human breasts, but I see in them more than this. Therein is an expression of an undying tradition of a people who have found life rich and meaningful because they have dared to hope, and who have felt free to move in response to the impulse of ambition. Therein lives the power of this society that has released more dynamic human energy than has been possible in societies which are forever conscious of social class. In the chance to climb upward and the freedom to move outward lies the essence of what we know as democracy in America, and this essence is as undying as democracy itself.

Scouting Studies Itself

By CHARLOTTE HIMBER

Author of "Meet the Gang" and "Famous in Their Twenties"

ROY MINOR has been leading a Boy Scout troop for three years. There were only nine members when he started the troop. Now there are twenty-two. Twenty-two healthy boys with unbridled enthusiasm can make plenty of noise. But Roy is not baffled by their apparent diffusion of energies, for he can sense their unity of purpose. "They're swell kids," he says. One day one of the fathers who happened to be a newspaper columnist dropped in during a meeting. He watched the troop for an hour, and left warmed by their exuberance and spirit of comradery. The next morning there appeared in his newspaper column a little inspired piece that ended, "How any boy could be brought under the influence of the Boy Scout organization and not come out of it a better person I fail to see."

Bob Jones also has a troop. There are only eight boys in it, although when he first organized the troop there had been fourteen. "They keep dropping out," Jones complains. Boys nowadays, he asserts, have no stability. They fool around and do not obey orders. If the meeting gets serious they start to fidget and make a lot of noise. This is the second Boy Scout troop Bob has led; the other one broke up after a few meetings. Bob thinks the youth of today are much more fickle than when he was a boy. When one of the fathers visited Bob's troop he left early, walking with his head down and his hands in his pockets, muttering. He remarked to the boy's mother, "I wonder how long Junior will stick it. The kids don't seem to be able to run their own show at those meetings."

Scattered over the country 1,205,119 boys have been meeting in 51,399 "troops" and "packs." If all the stories could be gathered of what goes on in these meetings, what a wealth of knowledge could be contributed about boy nature, group interaction, criteria for successful leadership, democratic method, educational procedure! All the stories, of course, cannot be gathered, but sample studies can be made. For some time the Boy Scouts of America has been pioneering in the use of membership figures for analysis of its program. Out of this experimentation is evolving a method of studying group reactions and group leadership that promises to be a real contribution to the field of research.

Since the inception of the Boy Scout movement, field trips have been made by national staff members to local areas. In the early days, although observations were reported regularly, they usually were not the sole purpose of the trip, but were by-products of an assignment undertaken in the interests of more than one administrative problem. Consequently, field observations were necessarily of marginal value in supplying data for research analysis.

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But observing and reporting are not the only methods of research. Another function is experimentation, trying out new ways even where old ones seem to be satisfactory. It was such pioneering that was responsible for the Cubbing Program. The Boy Scout organization was carrying on happily at the time when only boys twelve and over were eligible to join, yet the new program for boys between nine and twelve was made available. The ground was broken with caution. The spadework included a large amount of observation and consultation with experts on the nature and needs of the younger boy as well as some experimentation, made possible by a grant from the Rockefeller Foundation. Thus the Cubbing Program grew from an idea to an experiment, to a valued and accepted phase of the Boy Scout movement.

PRIOR to 1940 the research staff, consisting of a director and an assistant, was limited by size in its ability to make studies in local communities, though the Boy Scout movement was reaching such proportions that a formal clear-cut pattern of self-evaluation and experimentation was becoming more and more desirable. In 1940 the board of directors appointed a special committee, chaired by Luther Gulick, to make a study of the research needs of the movement and present its recommendations. The committee outlined the following areas for research:

1. Evaluation of the Scout program and of its administration.

2. Studies of the nature of boys; their interests, problems, capacities, and responsibilities in modern society.

3. Experimentation with new program devices that may be needed as problems arise and inadequacies due to changing social conditions are found in existing programs.

4. Keeping abreast of the changing social order, and being aware of new educational, psychological, and sociological findings, as well as developments in other social agencies.

To carry on work in these areas, the functions of research and membership accounting were combined, and Charles E. Hendry became the director of the new research and statistical service. Two research specialists in the study of group leadership were brought into the service to augment the original staff: Ronald Lippitt, and Alvin Zander.

Studies are made directly in the local community where Scouting occurs. They are typically carried on in several sections of the country simultaneously, with the assistance of specialists in university and other research centers and a large group of trained student assistants. In the main, the research is undertaken in response to needs expressed by divisions of the national office, regional and local councils, and is conducted cooperatively with them.

The newly organized research staff has already worked jointly with seven universities, more than 250 local research collaborators, part time assistants and volunteer participants, and with fifteen widely scattered local councils. Of the major projects in field research, three will serve as illustrations of the methods and techniques employed. Two of these projects, the Troop Membership Study and the Scoutmaster Training Experimental Research Project, have proceeded through a system of research assistanceships and grants-in-aid to three academic centers: Iowa State University; Wayne University, Michigan; and Springfield College, Massachusetts. Participating in each instance are a faculty member and student research assistants, with the local Scout executive serving as a consultant.

The Troop Membership Study was undertaken to find the answer to such questions as:

What influences are most important in attracting boys to Scouting?

How can these influences be made most effective?

What factors are most influential in leading boys to stay in Scouting or to leave Scouting after they have joined?

How can the "holding forces" be developed most effectively?

"Strong" and "weak" Scout troops were observed in three different types of communities—a large city, Detroit; a medium sized city, Springfield, Mass.; a small community, Iowa City, Ia. Troop meetings were observed for a period of three months. Individual Boy Scouts in each troop were interviewed, as were troop leaders and boys who had formerly been members of each of the troops. Boys who were not Scouts were also interviewed and were matched in extent of their popularity among companions with Scouts from the same schoolrooms. Parents of Scouts, former Scouts, and non-Scouts were asked for their opinion of Scouts and Scouting. The collected data are being analyzed by the staff.

The Scoutmaster Training Experimental Research Project is a study of one of the most fundamental aspects of Scouting, for it takes cognizance of the effect of a leader's motivations upon group and individual morale, in its search for the answers to the following:

How can volunteers be trained to lead boys toward effective citizenship in a democracy?

How can recent research findings on such training be adapted to the Boy Scouts of America?

How can the trainers of such leaders be effectively equipped to improve the local leadership?

The project, which developed from a request of the Boy Scout program division for an evaluation of a tentative scoutmaster course for volunteers, is being jointly operated by this division and the research and statistical service. Specially trained observers have been attending troop meetings, unobtrusively marking off on prepared cards the significant aspects of the group behavior. They observe such things as activity and behavior of the leader toward the group; the leader toward an individual; the group toward the leader; the individuals in the group toward each other. The plan is for scoutmasters in the troops that have been under observation to attend a training course. When the course is completed, the observers will again be present at troop meetings to record their observations of whatever changes in leader performance are apparent. Variations in training techniques are being deliberately introduced to determine whether they lead to variations in skills.

The results of this study, as well as of many of the other projects, will have implications in group leadership programs for organizations other than the Boy Scouts of America. This is in line with the objectives outlined by the special research committee:

Some questions facing the Scout movement have wide social implications. This should not deter the research service from carrying on such studies if they are vital to Scouting. Indeed, the Scout movement should be the logical place to seek information about American boys.

Another project, the Boys in Wartime Survey, has brought to light some of the things boys think about their

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war service activities, what they would like to do differently, and what they believe they are capable of doing and would like to do. The study involved personal interviews with more than 400 Boy Scouts and 100 non-Scouts. It was confined to local councils in New York and New Jersey, having grown out of a request from the Scout officials of those states. A large number of volunteers helped in conducting the interviews with boys, scoutmasters, and community leaders. This wealth of collected observations and opinions furnish a background against which further service programs can be more effectively launched and operated in the future, by the Boy Scouts or any other youth organization. The material should be useful in connection with the planning not only of war service programs, but of mass service activities of any type. A summary of the results has been released as a supplement to *Scouting for Facts,* the regular bulletin of the research and statistical service.

The membership accounting responsibilities of the research and statistical service include two main functions:

1. Measurement of the extent to which Scouting is being made available to boys, and of the factors associated with making it available.

2. Measurement of the extent of satisfaction brought to boys by their Scouting experience, and of the factors associated with their length of stay in the troops.

Measurement in both these areas, up to the present time, has been limited almost exclusively to studies involving statistical techniques. There has been little or no supplementation with the "on the spot" observational techniques of socio-psychological research. For example, the availability of Scouting to boys has been measured by the number of troops and packs in relation to the boy population in each community. This method does not take into account the local conditioning factors in making Scouting available, such as the community's attitudes and knowledge of Scouting. Moreover, the proportion of boys of Scout age in the population varies considerably in different communities. Economic conditions apparently also exercise important effects upon Scouting. Such information is inadequately revealed by the method of routine membership data-gathering that has hitherto been relied upon. Therefore, a new plan of the research and statistical service is to make field studies of the local conditioning factors that will round out the membership accounting reports and provide a broadened basis for evaluation and future planning.

Also subject to many conditioning factors is the question of how long boys remain in Scouting. These factors can be taken fully into account only after field research. They are complicated by the fact that tenure is not necessarily an adequate yardstick in measuring the success of any program. In studying length of stay, it is important to know what the individual boys did in the troop; whether their activities were actually of a Scout nature; to what extent interest and satisfaction in troop activities are indicative of growth and development on the part of the boys.

To help in the assembling, correlation, and computation of the membership data, the research and statistics service makes full use of modern methods of statistical recording. One and a half million Hollerith cards of seventeen different color combinations carry coded information that has been punched by six machines from thirty-eight different registration forms. Over 21,000,000 cards pass through sorting machines in one year. Electrical collators match and file the cards and electrical tabulators pick up information from them.

Then the machine robots give way to a staff of statisticians, who take the data from the machines and prepare periodic reports for the local councils, regional offices, and the national staff. Much of this information is used by the research staff as a guide in planning field study. Upon the completion of a field study, the machines once more come into use in assembling, sorting, and tabulating the new data.

MANY important research projects are on the docket for the future. Research exploration and plans to help boys "be prepared" for the responsibilities of the postwar period are in the making. Plans for a postwar program to serve the needs of youth are being formulated. The research findings that are reported by other organizations interested in boys' life fill the shelves of the staff library, ready for reference. An advisory committee to the staff, consisting of board members, Scout executives, and social scientists with knowledge and experience in this field, furnish invaluable assistance. It was a member of this committee who recently put into a nutshell the aim of the research and statistical service. Pointing out the fact that the Boy Scouts of America is but one of numerous organizations serving youth, he suggested that the programs of all "should be brought into harmony with modern educational principles and our knowledge of the psychology of adolescent youth."

Five main principles to insure maximum research economy and effectiveness have been summarized by the service's director:

1. Research is most likely to result in effective action if those administratively most directly related to the problems under analysis are fully and appropriately involved at every step in the process.

2. Since Scouting occurs in small chartered units operating at the local level, research in Scouting must in the main be field research.

3. Other things being equal, greatest economy and effectiveness in research result from a deliberate combination of evaluation and experimentation.

4. Research itself must keep abreast of latest technical developments, adapting to current use such devices as the opinion poll, the mark-sensing card, the one-way observation screen, the telescopic lens, the sound recorder, the workshop, and refinements in statistical analysis and electrical tabulating equipment.

5. The dissemination of research findings calls for interpretation at different levels and of different types with emphasis on making them meaningful to Scout executives and to persons responsible for policy development within the Boy Scouts of America.

There is a period just ahead that will be more trying to youth than to any other group in our society. Any planning we can do to anticipate their development and educational needs is worth our time and energy. Youth will be progressively served if the program of the Boy Scouts of America continues to be guided by new facts and findings in research. Only by such a cooperative bridging of the gap between new knowledge and social action can youth be helped to grow up and tackle the problems that will follow these years of global stress and strain.

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How Does Your Garden Grow?

By JEAN and JESS OGDEN

Special Project in Adult Education, Extension Division, University of Virginia

"AND here is how I growed my garden. I tuk one bushel of potatoes and cut them in small pieces and I planted them good and deep in the groun along the first of May and I worked them 5 times good and I growed 12 bushels of fine potatoes from that one bushel and some of them waid 2½ lbs each and you can have potatoes like this if you will work them rite and keep the bugs off good and dont never work them while the vines are wet for it will cause them blite. I also growed some other fine vegetables and here is a record of them all . . .

"This garden was growed from the seed you give me to plant and I sure did apprecheate them verry much. I never sold any of my garden stuff at all I put away for the winter."

Thus one elderly woman reports her gardening to the superintendent of public welfare in Wythe County, Virginia. Hers is one of 140 gardens planted there in 1942 and most of the reports show that the gardeners canned from four to five hundred quarts of fruit and vegetables each and stored large quantities of potatoes, onions, and apples for the winter. Rationing of canned goods holds no terrors for them.

When this program of self-help through gardens was started in 1937, Victory gardens had not yet been heard of. In 1942 when their advent was heralded with blare of radio and flash of poster, more than a hundred families in Wythe County who had had no gardens prior to 1937 were feeding themselves and in some cases selling enough surplus vegetables to buy what food their gardens could not produce.

At the end of the first season, one old man reported proudly that he had fed himself and his wife from his garden all summer; that he had stored for winter use two bushels of potatoes, five quarts of tomatoes, five quarts of snap beans, one and one-half bushels of onions, four quarts of beets, 15 pounds of beans, 15 gallons of spinach; that he had sold garden produce and berries to the amount of $60; had saved his seed for next year, and was withdrawing his application for old age assistance! Another family for whom a minimum budget of $51 a month had been planned was able to raise and store food estimated as worth $35 a month. They began with absolutely nothing and, thanks to their garden and canning program, reduced their budgetary deficiency to $16.

The aim of the program was to get welfare clients to raise, can, and store vegetables sufficient both in quantity and variety to assure every family a balanced diet throughout the year. It has done this and more. Its by-products range from a newly found self-respect on the part of some individuals to complete self-support on the part of others.

A widow with two children reporting more than 300 quarts of fruits and vegetables concludes: "I have done well, I think, for I have more than enough for three people. I also made 60 qts. of good apple butter and had vegetables for table all summer and up into the fall. Have parsnips, carrots, and dried beans. Come and see!"

A more detailed report lists not only the amounts of fruits and vegetables grown but estimates the cash value of each at current prices. The total, $229.90, is followed by this statement: "Tomatoes all blighted. Had some to eat but none canned. One wagonload of pie pumpkins, 3 doz. nice squashes which I don't know how to estimate the value of. We eat vegetables every day all summer and have this for winter. This is my true statement of all I have except Daddy, the children, one shepherd dog and one cat. I churn at a neighbors for my milk and if you are wondering how I bought my sugar to make apple butter, I sold 20 baskets of my onions and got the sugar for the apple butter, jam and jelly."

THE inspiration of this self-help program which is now making an important wartime contribution is Mrs. Mary M. Lee, superintendent of public welfare. Whatever else her county may lack, she insists that it has plenty of land. There is no reason why any family should be without a garden. Mrs. Lee's convictions are always strong enough to give the necessary push to the timid soul and the needed pull to the laggard.

"No garden—no grant," has become her motto.

It has been used, however, more as a spur to herself and her caseworkers than as a threat to her clients. Inspiration, suggestion, practical help in the form of seed, and actual demonstrations in planting and tending a garden are the methods on which she relies. She studies gardening. She practices at home. She makes the caseworkers do the same. Scientific gardening is taught through visits to the homes, through group meetings and, now that transportation is a problem, through letters and mimeographed bulletins.

Seeds are bought in bulk because they come cheaper that way. They are put up in small, medium, and large garden-sized packages by the welfare workers (about two weeks of backbreaking work), and are distributed at small cost to clients. Advice about fertilizing and preparing the land is followed by more advice about planting and tending the garden and, as the season progresses, weeds, pests, blights are dealt with in turn, on through the process of harvesting, canning, and storing. The fact that this information is given by social-workers-become-gardeners makes it no less sound. Possibly their amateur standing adds zest to their teaching. At any rate, they get results.

Most Wythe County people have some land for a garden since the area is entirely rural. In the few instances where there was no land available, the workers have helped find it. Neither lack of land nor physical disabilities have been accepted as excuses. One man who had no land and whose hands were badly crippled from rheumatism was convinced that he could help himself. In the fall he reported the following food stored to feed his family through the winter: 400 quarts of canned fruit and vegetables, 35 bushels of potatoes, 20 bushels of apples, and a barrel of kraut. All this he worked out on shares for several of his neighbors. More important, perhaps, than the food is his restored self-confidence.

To achieve the aim of having every family well fed, Mrs. Lee soon realized that education in nutrition as well

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as in gardening was necessary. Mothers needed simple help in planning balanced meals, in preparing palatable food for the table, and in teaching their families to eat the vegetables they were not accustomed to. Again, the method has been informal instruction in homes, schools, or anywhere where people could come together. Even the outer room of the welfare office, where callers wait to see the workers, has become an educational center. Its walls are covered with colorful posters. They are made from pictures cut from magazines and have brief and simple hand-printed facts about food and nutrition. They are not the ordinary ready-made posters that show the beauty and food value of unattainable or expensive fruits and vegetables. They do not make use of vague generalizations or elusive words like vitamins and calories. They have a homemade practicality. Their lessons are prepared by the workers for the people and of the produce of Wythe County. In this room no client simply waits. The attractiveness of the display makes this impossible.

Because some mothers were doing a better job than others, rallies were held on Mrs. Lee's lawn to encourage exchange of experiences. The women had practical questions to ask and equally practical advice to give each other. Scientific terms, these meetings demonstrated, are not necessary to an understanding of the basic principles of keeping a family well fed. A word not in a woman's vocabulary may be perfectly understood in practice.

On the basis of these discussions Mrs. Lee prepared simple leaflets on nutrition for the family. They have the same kind of practicality noted in the poster display in the office. Like all the bulletins that go out from this office, they are warm and personal in tone. Mrs. Lee knows the value of a word of praise at the right moment.

When gasoline and tire shortages made frequent visits impossible, she began sending out monthly bulletins of a chatty nature, bringing inspiration and information to keep the gardens growing. The October bulletin consisted of concise directions for storing food, for safekeeping seeds for the following spring, and for destroying trash in the gardens so it cannot serve as a harboring place for next year's pests. It began with a word of inspiration to the effect that "spoilage of canned and dried food over which you have labored patriotically this past summer would be a step down Victory's ladder." It ended with a word of praise:

> This has been our most successful garden year; the volume of canning and drying has set an all-time high. Congratulations!
>
> Before the last day of November we shall expect a full, detailed, complete report. Be sure to get this to us!

So revealing are these reports that they tempt one to give a "full, detailed, complete report" of their contents. The ten-cent notebooks furnished to all gardeners in the beginning of the project have been put to good use. From them, reports have been given verbally and recorded by caseworkers, or have been sent in to the office by mail.

The mere lists of produce are exciting in these days of threatened scarcity. Even more exciting are the glimpses into the lives of these people to whom gardens have brought new hope. One woman concludes her report by saying that she no longer needs to get to town for surplus commodities for she now has "plenty for good meals that can be well balanced." Soon, she hopes, she will no longer need her relief check.

Adverse conditions under which some of these people are becoming self-supporting show between the lines in the reports. But few register anything which could be called a complaint. One woman comments on the difficulty of getting fuel for her stove which "you will remember is only a little one, anyway." Another finds that one room in which six people must eat, sleep, and live is not an easy place in which to do all the canning and drying she would like. Nevertheless, this summer when her garden was ready for use she still had a dozen quarts left over from last year's canning. Her garden was small but she utilized every inch of space by planting between the rows. A border of flowers around the edges took little space and added much in satisfaction. The garden served as the center of interest for the entire family. Even the six-year-old had her own rows to plant and tend. The project made so much difference in the summer food bills that the mother was able to "put by" a bit of money for the winter's clothing. She now begins to look forward to the time when she can rent a bigger house because she wants "to live like other people and it's hard to in one small room."

From two lone men, one of them blind, comes this letter:

> This is the report of Willie C——— and Jim S——— for our winter store of garden.
>
> 25 cans tomatoes — 15 cans beans
> 17 cans beets — 2 bu. turnips
> parsnips and greens
> 25 bu. potatoes but we sold a portion of them as we could not eat them all. We also made a tub of kraut.
>
> This is the report of our general store as the way we have them fixed.

Each year the board of supervisors has appropriated $300 for seed. Although the appropriation has remained the same, continuous emphasis on the importance of saving seed from this year's garden for next year's planting has made it possible to extend the program year after year to include more families and larger gardens. The variety of vegetables also has been increased until every garden produces from fifteen to twenty different kinds. The idea has spread from the welfare clients to their neighbors. The bulletins, too, have been passed along and occasionally surplus seed from a welfare client's careful hoarding over winter.

Thus is Wythe County contributing to the war effort by releasing food that formerly had to be supplied to one hundred and forty families. This is not an emergency program, but one which has become established by custom and assured by the pride the people have in it. Members of the staff are continuously seeking new resources. They never stop learning about new methods and ways of meeting new needs. Drying is now being taught as a substitute for canning. "Leatherbritches" (dried snap beans) and sulphured apples already have become popular. This year the welfare workers gathered information on bee-keeping, and two families have already begun producing honey. The superintendent explains that there are plenty of bees in the mountains to be had for the taking. A fresh folder is stuffed with information about herb gardens which may become important as our imported seasonings disappear.

"Whatever the next years bring," says Mrs. Lee, "whether war or peace, the country will need citizens who are physically sound and mentally alert. Food, the right kind and in sufficient quantities, is a cornerstone for the future."

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Here in Washington . . .

By Rilla Schroeder

THE House Committee on Naval Affairs in two reports issued the same week arrives at some surprisingly inconsistent conclusions on the subject of absenteeism.

One on the Johnson bill, directing navy yard commandants to report absenteeism among civilian workers to their draft boards, declares "America wants to know why this absenteeism, what to do about it, how to stop it." The principle of work or fight, it finds, is sound if wisely administered. The principle was, therefore, approved and the Johnson bill sent to the House for a vote on February 22.

A week before, another subcommittee of the House Naval Affairs Committee had filed a report on private shipbuilding companies, after having made a tour of the shipyards. Its report agreed that absenteeism was a vexing and dangerous problem, but found the average shipyard worker, "loyal, patriotic and ready to do his job, providing he is given the work to do under the proper supervision."

The Johnson report regretted that the reasons for absenteeism had not been "plainly and accurately analyzed." The earlier report, for the shipyard workers at least, did just that thing. Poor transportation, inexperienced management, slow delivery of materials, inadequate housing, inept personnel departments shared the blame with a variety of other reasons, among which, however, the workers themselves were not included.

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THE CONNECTICUT BIRTH CONTROL CASE was turned down by the Supreme Court on the grounds that the appellant, Dr. Wilder Tileston, was not a party at interest and, therefore, had no right in court.

Read the opinion: "There is no allegation or proof that the appellant's life is in danger. His patients are not parties to this proceeding and there is no basis on which we can say that he has standing to secure an adjudication of his patients' constitutional right to life, which they do not assert in their own behalf."

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AS THIS IS WRITTEN THE HOBBS ANTI-racketeering bill is awaiting a vote in the House having been sent up with approval by the Rules Committee.

The bill amends the 1934 anti-racketeering act by defining robbery and extortion in interstate commerce with the purpose, according to the committee report, of "preventing interference during the war with transportation of troops, munitions, war supplies or mail in interstate or foreign commerce." Although the bill is all-inclusive, its anti-labor bias is obvious. Penalties include a fine up to $10,000 and twenty years imprisonment.

Chairman Sabath, who almost alone of the committee opposed the bill, based his opposition on the ground that labor is doing a fine job toward the war effort and "this is no time to rock the boat."

◆ ◆ ◆

THE LA FOLLETTE-BARDEN REHABILITATION bill [S.180] seems to be on its way to approval in the Senate and House.

Hearings on both have been concluded and the La Follette bill, with minor changes, has been favorably reported. Similar action is expected on the Barden bill.

Efforts to rewrite the bill to include veterans and civilians in one over-all program failed. Cooperation between the Veterans Bureau for the veterans and the Federal Security Agency for civilians, however, is provided in the hope of preventing too much duplication of services.

The bill amends existing laws and regulations relating to veterans so as to provide for the vocational rehabilitation of disabled veterans of the present war. These veterans are entitled to many rehabilitation services under existing laws administered by the Veterans Administration; and this bill makes it the responsibility of the administrator of veterans affairs to provide for them such additional services as are deemed necessary and suitable for their rehabilitation.

The federal security administrator is permitted to increase to more than two thirds the share of federal participation in any state found to be financially unable to provide the funds to meet its share of the cost for individuals other than disabled veterans and war disabled civilians certified for rehabilitation training. In no case, however, should the federal government pay over 90 percent of the cost.

Following the precedent of the Social Security Act, the bill provides that where state plans fail to comply with the federal regulations the administrator shall withhold payment to that state until conditions have been corrected. A further provision, not found in the Social Security Act, would permit the administrator to grant funds for services satisfactorily performed even if the state general plan does not meet requirements.

Representatives of the War Manpower Commission, testifying at the hearings, urged immediate approval of the bill and its early enactment into law so as to permit the utmost utilization of the disabled in the manpower shortage.

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REPORTING THE FIRST DEFICIENCY BILL, the House Appropriations Committee lopped off practically all requests for funds by the War Manpower Commission and the Department of Labor. Items eliminated were:

The $2,454,000 requested by WMC for the United States Employment Service. Pirating by other agencies and private industry has reduced the efficiency of the USES to a point where the WMC finds its program seriously threatened.

A request by Charles P. Taft, assistant director of the office of Defense Health and Welfare Services, for $2,973,000 to finance day-care of children, a vital part of the WMC program to recruit womanpower.

The Office of Education's request for $3,182,000 for training high school students through the High School Victory Corps.

Secretary of Labor Perkins' request for $337,000 to curb absenteeism and improve working conditions in war factories.

The Children's Bureau request for $1,200,000 to provide, through the states, emergency maternity and infant care to wives and children of enlisted men.

National Resources Committee's request for $200,000 to carry on its program. Elimination of this item means elimination of the committee.

Also rejected, but with a promise of further study, was a request for $65,075,000 for an Agriculture Department program to recruit and distribute farm labor.

Rejected entirely were two requests totaling $787,700 for Bureau of Labor Statistics surveys requested by Economic Stabilization Director Byrnes as background for his cost of living program.

Chairman Cannon has declared that, by making a point of order, he will not permit restoration of the rejected proposals on the floor. Under the rules of the House such action on a chairman's part automatically prevents consideration of amendments.

If the Senate restores the programs eliminated it is safe to predict the House will concur. Already members, especially election-wise minority party veterans, are protesting and the outcries from back home threaten to assume horrifying (to the committee) proportions.

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The Common Welfare

Against Lynching

THOUGH southern senators succeeded in talking a federal anti-lynching bill to death a few months ago, the federal government is proceeding against a group of Mississippians who, FBI investigation indicates, were responsible for the lynching of a Negro in October 1942. As in the cases of the gangsters sent to prison not for robbery or murder, but for failure to pay their income taxes, so in this instance federal authorities moved obliquely. The four citizens and the deputy sheriff indicted in connection with the lynching are charged with violating and conspiring to violate the constitutional rights of the mob's victim.

The first indictment, containing two counts, charges the four citizens with conspiring to persuade state officers to deprive the victim of his life without due process of law, to deny him equal protection under the law, and to inflict unusual and different punishment upon him. The second count charges them with conspiring to oppress and injure the victim in the enjoyment of his constitutional rights. This indictment is brought under two sections of the "civil rights" statutes. The second indictment names all five defendants, and is brought under a section of the Code making it a crime to conspire to commit any offense against the laws of the United States. All three sections carry heavy penalties.

There have been only two previous indictments by a federal grand jury in lynching cases, the last in Alabama in 1903. The Supreme Court of the United States sustained a demurrer to this indictment, and the case never was tried.

The World and Food

FIRST glimpse of how famine and surpluses may be prevented in the postwar world came last month with President Roosevelt's announcement that plans were in the wind for a United Nations conference on the world food problem, possibly to be held this spring. Though the conference would be only exploratory in nature it would be the beginning of the advance planning to construct the machinery for bringing about the first of the Four Freedoms —freedom from want. Possibly scheduled for discussion would be an idea for the establishment of an international granary designed to balance the world production and distribution of wheat, rice, corn, meats, fats and oils, and dairy products. Because this conference would deal in long term values, the problem of relief to the hungry and starving immediately after the war would remain the problem of other United Nations machinery, with a nucleus in the U. S. Office of Foreign Relief and Rehabilitation Operations which has already begun to function in North Africa.

All these plans, however, leave untouched the problems of the countless starving and undernourished in the conquered countries today. Last month two groups focused attention upon the thousands of innocent children whose minds and bodies are becoming permanently warped through lack of nourishment. The Temporary Committee on Food for Europe's Children, headed by former president Herbert Hoover, held a mass meeting in New York to urge this country to back a plan for sending South American foodstuffs to the conquered countries on Swedish ships under the supervision of neutral governments. A similar plan for sending dried milk and vitamins was proposed by a group of forty-three Protestant church leaders who specifically disassociated themselves "from former President Hoover's various feeding schemes and from the agitation of pacifist and isolationist groups." Both groups pointed to the present method of sending relief to the Greeks as proof that a feeding program could be undertaken without aiding the enemy.

Labor Board Lessons

ON the basis of his experience as head of the War Labor Board, William H. Davis recently discussed current trends in labor-management relations in this country, and also put forward some specific suggestions for dealing with internal union problems.

Speaking before the Columbia University Institute of Arts and Letters, Mr. Davis proposed that all unions certified by the government as collective bargaining agencies be required to write into their constitutions provisions for the democratic election of officers, and for a two-year limitation on the terms of their offices. These steps, he believes, would in large measure prevent control by racketeers. The head of the WLB also recommended that the financial records of unions certified as collective bargaining agencies be open to the public, as are the books of corporations. To safeguard "small struggling unions," he would exempt from such a rule the labor organizations not recognized as bargaining units.

Pointing out how, since the outbreak of the war, labor and management have learned to work together on the War Labor Board, Mr. Davis predicted that in the postwar period the members of the WLB representing the public will be eliminated. He sees a "bipartite" organization, made up of employer and union spokesmen, to which might be referred proposed legislation affecting industrial relations, as well as issues arising between management and labor. He added:

> The test of America is going to be whether it can produce enough to keep people from want and from fear. If that can be done, it has to be done by the joint effort of labor and management. It can be done by intelligent cooperation. Both sides have much to learn and much social responsibility to assume.

Friend and Crusader

DAVID CRAIG ADIE, New York State welfare commissioner, who died on February 23, was born to a poor family in the wynds of Edinburgh in 1888. He always attributed his small stature to the hardships of his childhood. He learned the trade of bookbinder and rose in the labor movement among men who tried their fellows' ability by no easy tests. It was as a labor organizer on the Clydeside that he acquired the ready and effective skill in public speaking which was to stand him in such good stead in all his public career. His strong religious convictions, his passion for learning, and his feeling for the exact word, were his by right of his Scots blood.

He has told his friends how he drifted, quite friendless

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1888—David Craig Adie—1943

and alone, to Canada and thence to Minneapolis about the year 1913; how, hearing music from a church, he went in and was made welcome by the young people; and how one among them who was a secretary in the Civic and Commerce Association took a special interest in him. This organization was then looking for someone from the labor movement who could build up its relations with the trade unions. Through this friend, he was interviewed and became assistant to Otto Davis on the staff. Later, he and the girl who befriended him were married.

At the outbreak of the first World War, David Adie was drawn into labor problems again, reorganizing Minnesota's employment services and later being called to Washington as associate secretary of the War Labor Policies Board, in the arbitration of labor disputes. After the war, he was for a brief period with the American City Bureau, and then became general secretary of the Buffalo Charity Organization Society in 1921.

Eight years later, he was appointed to a regional division of the New York State Board of Public Welfare. In July 1932, he was named to the position which he held at his untimely death. It was his job to reorganize the department and incorporate with it the activities of the Temporary Emergency Relief Administration which had functioned through the earlier years of the depression.

Mr. Adie was well out in front of the procession as a public welfare administrator. He was looked to throughout the nation for leadership in this field. There has gone from among us a good friend, a champion of those in need, and a fiery crusader for better standards of public social work.

A Ray of Hope

"MANKIND in all its history probably has never suffered as it is suffering today." Thus spoke Dr. Joseph J. Schwartz, chairman of the European executive council of the American Jewish Joint Distribution Committee, when he returned to this country last month to report on the situation of refugees abroad. Certainly the Jewish people of Europe have had more than their share of this suffering. The very depths of their tragedy tends to make some of us look on with a feeling of helplessness, particularly since the occupation of Vichy France has tightened the bonds that prevent escape.

But Dr. Schwartz does not take this view, though he knows that the tragedy will increase before it is alleviated and that countless more men, women and children will go down before Hitler's rage. He points out that many European Jewish communities are still active today, functioning directly under the shadow of the Nazis; that men and women are still escaping across the French borders over the Pyrenees into Spain and through the passes of the Alps into Switzerland. What is it that keeps these people going—carrying on in miserable ghettos or undertaking hazardous journeys that for the most part promise a destination only of exile and poverty? Dr. Schwartz gives two answers: the hope of a United Nations victory and the knowledge of American sympathy.

Many a refugee has told how his spirit was kept up by the thought of a telephone number—the JDC's in Barcelona—a number symbolizing possible freedom to refugees throughout Europe. For, in spite of every difficulty, the JDC has held firm. It left France at the last possible moment. It remains in Spain to help persons who manage to get out of France. It takes food and clothing to refugees who have been sent to Spanish prisons because of technical irregularities. It aids others to get to Lisbon, the one remaining neutral port, and succors them during their weary wait for transportation to North or South America, Palestine or another haven. And while today its aid can reach only those refugees who have escaped into Spain, Switzerland, Portugal, or North Africa, its light extends to some of the darkest corners of Europe where it helps to keep inward hopes burning. We in America must not give way to a feeling of inadequacy and allow that light to go out.

And So On . . .

THE total of alien residents of the United States has declined 641,396 since the first registration two years ago, according to figures reported to Congress last month by Earl G. Harrison, commissioner of immigration and naturalization. Aliens now make up the smallest percentage of the population in our history. The total decrease in the period due to departure, naturalization, and death was well over 700,000, but there were 77,339 new registrations. • • The executive board of the Congress of Industrial Organizations announces that it will initiate conferences in every war industry in an effort to eliminate absenteeism and other obstacles to all-out production. • • With the repeal of the poll tax by the Tennessee state legislature last month the number of states requiring tax payments of voters was reduced to seven, all in the south—Virginia, South Carolina, Georgia, Alabama, Mississippi, Arkansas and Texas. However, because the Tennessee state constitution provides for a tax of 50 cents a head there is a possibility that the state Supreme Court may declare the new repeal unconstitutional. • • Attempts to take away the citizenship of Americans of Japanese ancestry were blocked last month by the U. S. Circuit Court of Appeals in San Francisco. The court upheld a judgment of a lower court to throw out a petition sponsored by the Native Sons of the Golden West asking that the names of Japanese-Americans be stricken from the voting lists.

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The Social Front

Housing—War and Postwar

HOUSING for war workers has finally been recognized officially as a primary war need by the War Production Board which last month designated the National Housing Agency as a "claimant agency." This makes housing one of twelve key war industries with direct representation on WPB's Requirements Committee, whose job it is to allocate critical materials. Other recent moves which promise to expedite the war housing program are the granting of AA3 preference ratings to all approved housing construction, whether public or private, and the granting of blanket priorities for public housing. In the interests of further progress, the National Committee for the Housing Emergency has urged WPB to formulate and put into operation a method whereby materials already prefabricated into housing parts and lying unsold in warehouses be made available for war housing.

Ceiling and Floor—At its recent annual meeting in Washington, D. C., the Urban Land Institute, child of the National Association of Real Estate Boards, made history when it formally went on record recommending that all public "housing shall house first the very lowest income group and shall work upward until the ceiling of public housing becomes the floor of the lowest level reached by private enterprise." The first time private industry has officially accepted this principle, they must, according to other housers, answer a corollary question if the situation is to be really clarified: What is the length of the interim period which the proponents of this statement anticipate before the groups in the income level not yet properly served by public or private housing will be provided for by one or the other at rents they can afford?

On the Job—Looking ahead to the time when building for the civilian population can be resumed, several bills before the New York State legislature would make available to cities, towns, villages, and housing authorities the remaining $150,000,000 authorized by the state constitution for housing loans. These bills include one introduced by State Senator Thomas A. Desmond, co-author of the 1939 act, which provided an equal amount for that purpose. According to the annual report to the governor of former Commissioner Edward Weinfeld, additional funds are needed, inasmuch as the $100,000,000 earmarked for New York City are all allocated, and anticipated applications for loans from upstate cities will consume that part of the remaining $50,000,000 not already pledged. Altogether New York, still the only state granting loans and subsidies for housing, has contracted to loan $104,013,090 to nine cities for nineteen projects to accommodate 16,864 families. Six projects completed or under construction will be occupied for the duration by families of war workers. The remaining thirteen, all in the planning stage, will be ready for construction as soon as war conditions permit.

Housing Census—A firsthand picture of the country's housing is available from the 1940 census, which for the first time included a complete census of housing statistics. Major classifications are urban, rural non-farm, and farm dwellings. The census publications in the housing field are: "Data for Small Areas by States"; "Supplement: Block Statistics by Cities"; "General Characteristics of Housing, by States"; "General Report on Housing"; "Home Mortgage Characteristics"; "Housing and Family Characteristics"; "General Aspects."

In Print—Again the findings of the Committee on Hygiene in Housing of the American Public Health Association add a valuable item to housing literature: "The Improvement of Local Housing Regulation Under the Law: An Exploration of Essential Principles," a clear statement and analysis of the need for better drafting and revision of building codes as supplementary to slum clearance and low rent housing programs. Price 25 cents from the National Association of Housing Officials, 1313 East 60 Street, Chicago. . . . "Housing Handbook for Social Workers," published by the Welfare Council of New York City, is a brief summary of information prepared for New York City social workers regarding national, state, and local housing legislation and agencies, official and unofficial. Price 25 cents from the council, 44 East 23 Street, New York. . . . The first five in a series of mimeographed bulletins from the division of urban studies, National Housing Agency, are now available: "Transportation Problems and War Housing"; "Bibliography on Postwar Housing and Urban Redevelopment"; "Abstracts of Selected Material on Postwar Housing and Urban Redevelopment"; "Zoning in Relation to the Homes Utilization Program"; and (Supplement I) "Specific Cases of Zoning Administration and Amendment to Meet Social Situations." On request from the NHA, Washington, D. C. . . . "Housing and Planning Research in New York City," by Dr. Julius Fisher and Mrs. Evelyn Robbins, published by the Citizens Housing Council of New York, is a compilation and description of 250 unpublished surveys and studies, current and under way, on housing and city planning. Price 25 cents from the council, 470 Fourth Avenue, New York.

Looking Ahead—Early in the year Senator Robert A. Taft introduced into Congress a resolution authorizing the appointment of a subcommittee of the Senate Committee on Labor and Education to provide for a complete study of the housing problem in the United States. In preparation for the formation of a ten-year program to deal with the whole subject of new housing after the war, the subcommittee is authorized: (1) to study the work of the National Housing Agency and its constituent agencies, and prepare a report on their work, including the present status of all projects undertaken, financed or managed by them; (2) to recomend a plan for the disposition of war housing at the termination of the war emergency; (3) to prepare a comprehensive plan for the construction of housing—public and private—after the war, with special reference to home ownership, to the elimination of slums and other deteriorated areas, and to the extent of federal subsidy needed for housing for the lower income groups.

War and Welfare

THE American Red Cross has fixed the goal of $125,000,000 for its 1943 War Fund appeal, which began March 1. Support of the drive was urged from churches of all denominations on the weekend preceding the drive's opening, beginning with Sabbath services in Jewish synagogues and continuing Sunday in Protestant and Catholic churches.

The Army and Liquor—The Office of War Information recently completed a nationwide survey of the use of alcohol in and around army camps. The study

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was undertaken because of widely current rumors of excessive drinking in the armed forces. OWI investigators were entirely independent of army supervision. On the basis of its own firsthand evidence, OWI reports that: "There is not excessive drinking among troops, and drinking does not constitute a serious problem. The sale of 3.2 beer in the post exchanges in training camps is a positive factor in army sobriety. No American army in all history has been so orderly."

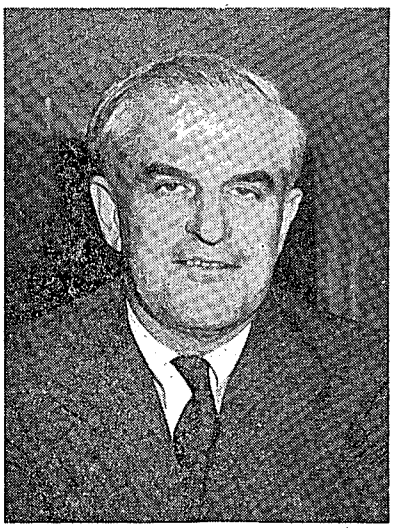
In early February the War Department issued a circular order renewing a forty-two-year-old prohibition of hard liquor in the military establishments of the United States. The order applies not only to bringing liquor into barracks after a furlough, but also to officers' clubs, where cocktails and spirits have been available for almost a decade. Civilian hotels taken over by the army will be affected in the same way as officers' clubs and military camps.

Teen-Age Program—Disturbed by the marked increase in delinquency among young people under war conditions, Neighborhood Center in South Philadelphia has undertaken a special program for the fifteen to nineteen age group. A new youth activities wing was opened on January 10. Here a lounge, lobby, and recreation room "simulate the physical characteristics of the so-called 'juke joint' but in much better taste, with a greater variety of recreational activities and with closer association with group work leaders," according to a report by Julian L. Greifer, executive director. The program includes dancing, dramatics, discussion groups, and sex education. Staff members serve as guides, leaders, and consultants, but young people's councils plan programs, serve as house committees, express opinions, and make decisions. In the first few weeks it has been in operation, the youth activities wing has had an average nightly attendance of sixty, with 200 or more on Saturday and Sunday nights.

Postwar Relief—Three hundred volunteer women leaders of the Girl Guide International Service (British sister organization of the Girl Scouts) are in training for postwar reconstruction work in Europe. They have undertaken to do relief work in war devastated, disease-ridden areas without pay, but with travel expenses and food. So far, four countries have asked help from the Guide International Service: Greece, Yugoslavia, Poland, Albania. The volunteers are beginning their training by studying the country to which they are going. This includes history, customs, and language. All the volunteers are at present war workers, and are taking their training as relief workers in their free time.

Relief in France— Relief activities in France are continuing under the direction of Secours Quaker, the agency to which the American Friends Service Committee transferred all its resources on November 8. According to a recent announcement by the Friends, the program has not been reduced and is going forward in the same locations as before, except that the money transfers and international welfare inquiries have been discontinued. There are enough funds to continue the program through May, and it is expected that the children's colonies program will go on for a somewhat longer period. The cooperative club for women in Marseilles has been closed. Distribution of thirty-eight tons of clothing received from the United States in December, was completed within a few weeks. Five American staff members who were in France on November 8 are now with the American diplomatic corps "in forced residence" at Baden-Baden, Germany.

Over a decade of experience in the public welfare field, which began in the early depression days when he was director of public welfare of Cincinnati and widened and deepened through his years as director of the American Public Welfare Association, has equipped Fred K. Hoehler for his new task as director of relief and rehabilitation in North Africa. Appointed by the Office of Foreign Relief and Rehabilitation to assume the duties to which William Hodson was flying when tragedy overtook him, Mr. Hoehler will work under the general direction of Robert D. Murphy, American Minister in North Africa, in surveying the needs and administering the necessary relief in that area. The hard work and long hours of a war job will not be new to Mr. Hoehler, who for the past two years has had added to his APWA responsibilities those of executive director of the Army and Navy Committee on Welfare and Recreation. On his "off" hours he has served as consultant to the Federal Security Agency and the U. S. Children's Bureau, and as a board member of Survey Associates, Inc.



FRED K. HOEHLER

The Public's Health

THIRTEEN quarantine hospitals for the treatment and rehabilitation of women with venereal disease have been established in the last year by state and local health departments through the aid of federal funds, and plans are already under way for the establishment of twenty-seven more. The hospitals, in which the latest rapid treatment methods are in use, and in which vocational advice and training is made available, have been set up with the aid of the U. S. Public Health Service and the social protection section of the Office of Defense Health and Welfare Services. Some of them have been established in abandoned CCC camps. The normal length of stay per patient is about six weeks.

"Victory Versus Vd.," special education circular No. 4, issued jointly by the U. S. Public Health Service and the Office of Defense Health and Welfare Services, presents the outline for a model community campaign against venereal disease to be undertaken jointly by the local health officer and a sponsoring group of community leaders. Free on request from the division of venereal diseases, U. S. Public Health Service, Washington, D. C. (Bethesda Station)

Anniversary— Last month, in celebration of the hundredth anniversary of Dr. Oliver Wendell Holmes' essay on the "Contagiousness of Puerperal Fever," a one-day maternal health and child welfare conference was held in New York. Besides highlighting the great improvement in the maternal deathrates during the last century, the speakers pointed up the dangers to child welfare incipient in the present day tendencies of mothers to find employment, of hasty marriages and inadequate preparation for parenthood, and of other war-caused social pressures. The nine cooperating organizations which sponsored the conference were the New York Academy of Medicine, the New York State Department of Health, the New York City Department of Health, the Maternity Center Association, the Planned Parenthood Federation of America, the Child Study Association

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of America, the New York Urban League, the Federation for the Support of Jewish Philanthropic Societies, the Community Service Society.

Going Down—For the first time in fifty years the number of mental patients cared for in New York's state hospitals is on the decline, according to a recent report of the Temporary Commission on State Hospital Problems set up by former Governor Lehman two years ago. The commission laid the new trend to earlier paroles, the extension of family boarding care, and new methods of shock treatment therapy. When the commission first began its study, the average annual increase in the number of mental patients requiring state hospitalization was over 2,300. During the period from July 1 to November 1, 1942, the hospital population decreased by 78 patients, leaving 73,081 persons in the institutions.

Education

THE New York State War Council has formally protested to the Navy Department against the barring of Negroes from special training courses at colleges and universities in the state. While institutions and courses were not named in the War Council's resolution, it is presumed that the reference was to "V" courses under which students in college enlist in the naval reserve and are allowed to finish their college careers, so that the navy may have the advantage of college-trained men for deck officers and other ranks. Under present navy policy, Negroes are not eligible for the officer corps, although they can now become non-commissioned officers. The army successfully carries on non-segregated officer training for white and Negro candidates, both on the campuses and in the camps.

Regional Conferences — The first of several regional institutes for librarians was held in Chicago the last two days of January. Some two hundred librarians met to consider war and postwar issues. Similar meetings are to be held in twenty-one areas of the United States, under the sponsorship of the American Library Association, and financed by a grant from the Carnegie Corporation. The delegates at Chicago concluded that, in view of the superficial reading of 95 percent of the population, and the gravity of the problems confronting Americans today, librarians must cooperate more actively with other groups working for an informed and active voting public. Methods suggested included forums and discussion groups in libraries, cooperative programs between adult schools and libraries, preparation and publication of simple books, more general dissemination of material in current government documents and reports.

The American Association of Adult Education has decided to cancel its annual meeting scheduled for May, and to encourage regional conferences to be held in cities so located as to minimize travel. Arrangements have been made for a regional conference in New York City on May 19 and 20. It is hoped that other conferences will be arranged for northern, southern, central, and Pacific Coast areas.

Reconstruction Training — Haverford College last month inaugurated a new unit for the purpose of training reconstruction and relief workers for work abroad and in needy situations in this country. The training course, which includes a calendar year of resident specialized study at Haverford, plus three months of field work, is open to men and women. It will be built around language study, study of special areas, fundamental studies in the elements of social method and practice, "and exposure to the springs of motivation that have driven men and women who have notably served their fellows, and that have at times marked the Quaker services of reconstruction in the past twenty-five years."

Reorganization — The International Student Service has incorporated as Student Service of America, but has given up its headquarters, and suspended its program, including the publication of its magazine, *Threshold*. The organization has no officers or staff, and "for the duration" exists only as a committee, of which Dr. Harry Gideonse, president of Brooklyn College, is chairman. The United States Student Assembly now occupies the former offices of ISS at 8 West 40 Street, New York, and its staff, all the members of which formerly were with ISS, is carrying on some of the projects of the earlier organization. A spokesman for the assembly explains that it will carry on "a service by students, as well as for students." It will publish a national intercollegiate magazine. All officers and staff are students or very recent college graduates. The assembly has an advisory committee of older people, many of whom were actively interested in ISS. They will function purely as advisers, with no authority over the organization's policy or program.

In Print—What schools ought to provide, the kind of teachers they should have, how they should be financed, are discussed in "Planning Schools for Tomorrow: The Issues Involved," a report prepared by John Guy Fowlkes in cooperation with the Committee on Planning for Education of the U. S. Office of Education. Price 10 cents from the superintendent of documents, Washington, D. C. . . . Practical Suggestions for wartime policy and procedure in the schools are brought together in a Wartime Handbook for Education, sponsored by a group of the departments, divisions, and commissions of the National Education Association. Price 15 cents from the association, 1201 Sixteenth Street N.W., Washington, D. C. . . . The thirteenth yearbook of the National Council for the Social Studies, edited by Howard R. Anderson, is entitled, "Teaching Critical Thinking in the Social Studies." It considers both methods and materials. Price $2, from the NEA.

Jobs and Workers

LABOR leaders representing the American Federation of Labor, the Congress of Industrial Organizations, and the Railway Brotherhoods have joined with American and European scholars and representatives of the European labor movement now living in the United States, to form the American Labor Conference on International Affairs. The new organization, which has offices at 9 East 46 Street, New York, will study war and postwar problems from the viewpoint of organized labor, and attempt to formulate policies on which the American and free European labor movements can agree. It represents a new level of cooperation between the CIO and AFL.

Women as Unionists—The number of women union members has more than trebled in the last eighteen months, according to a recent statement by Mary Anderson, director of the Women's Bureau, U. S. Department of Labor. She estimates the present total at 3,500,000, as compared with 1,000,000 a year and a half ago. The largest proportion of women war workers are in the electrical field, and the electrical workers union reports that more than 30 percent of its present membership is made up of women. This doubles the figure of a year ago. Union leaders expect the ratio to go as high as 50 percent in 1943. Of the national staff of the United Electrical, Radio and Machine Workers, 17 percent are now women. In many plants, girls are becoming shop stewards or committee members, and moving into other leadership positions as men go into the armed forces. The Women's Trade Union League is organizing courses to train women as union leaders.

Young Workers—A ten-point statement of national policy for safeguarding the health, welfare, and education of American young people under eighteen years of age, was recently issued by the War Manpower Commission. Under this national policy, state and federal school attendance laws and child labor

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standards are to be "preserved and enforced," in spite of the demands of war production for young workers. No one under fourteen years of age is to be employed "full time or part time as a part of the hired labor force," and those of fourteen and fifteen only in case of acute labor shortage, and not in manufacturing or mining. For youth under sixteen, combined hours of school and work may not exceed eight per day. In-school youth may be employed during school hours only under certain defined emergency requirements, and with specified safeguards as to type of employment and transportation. Youths under sixteen may not be recruited for agricultural work away from home, and youths under eighteen only with safeguards as to living conditions, sanitary facilities, health protection, leisure time activities, and supervision.

In Print—"City Employes and Consumer Credit from the Standpoint of a Social Agency," by Walter Kuzmich reports a study of employe indebtedness, and some of the individual, family, and community problems involved. Institute of Welfare Research, 105 East 22 Street, New York. . . . The International Labour Office publishes a study of "Joint Production Committees in Great Britain," and their use in insuring cooperation between workers and employers. Price 50 cents, from the Washington branch of the office, 734 Jackson Place, Washington, D. C. . . . The proceedings of the twenty-fifth anniversary Silver Bay Industrial Conference, "More Production Through Sound Industrial Relations," are available from the National Council of the YMCA's, 347 Madison Avenue, New York. Price 75 cents.

Professional

AT this year's annual conference of the American Association of Schools of Social Work held in Detroit late in January, the association's traditional series of group meetings was discarded in favor of a workshop on the pressing problems of the schools and of the social work field. Participating in the workshop were representatives of thirty-five of the forty-two member schools of the association, as well as special consultants from national, federal, state, and local agencies and other groups.

Arlien Johnson, dean of the Graduate School of Social Work, University of Southern California, started the ball rolling with a report on Professional Education for Social Welfare Service in Wartime, in which she summarized a brief study made last November and December, and presented to the conference some of the major dilemmas faced by the social welfare services at the present time. She dealt frankly with the confusion still surrounding the question of social welfare as an "essential activity," and described the demand for social workers as surpassing the supply to such a degree that the new wartime welfare activities "cannot possibly be staffed unless ways are found to prepare more people *soon*."

Using Miss Johnson's report as their basic material, the schools literally "went to school." With their guest consultants they explored current trends in social welfare services that have significance for professional education, and brought out facts, queries, criticisms: "The great need now—is for people who can give leadership in development of programs of *mass welfare*. Can the schools train these leaders?" . . . "Social legislation to deal with large scale problems is overtaking this country as it has older nations. Does this mean a new orientation for social work?" . . . "A new clientele is appearing, requesting services and not relief." . . . "Short contact services are in great demand." . . . "Rehabilitation in all its phases promises to be of great importance." . . . "Confusion in community organization is evident at federal, state, and local levels."

With needs admitted and trends examined, the conference was swept into all the practical aspects of "what lies ahead for professional education." There was little tendency to wishful thinking. Is acceleration practicable? How can recruitment be vitalized? Can the member schools be of concrete help to the colleges in their exploration of and participation in pre-professional training? How may joint planning and action with the professional associations and functional groups be furthered? What are the immediate steps in enriching curricula to meet current needs? Such were questions that emerged from the conference as "homework" assignments.

Award—The Research Council on Problems of Alcohol recently announced the establishment of a $1,000 award for outstanding research on alcoholism during 1943. Open to any scientist in the United States, Canada or Latin America the award will be granted for the contribution of new knowledge in some branch of medicine, biology or sociology, important to the understanding, prevention, or treatment of alcoholism. Persons planning to do research in connection with the award may send a statement of intention to the council, Pondfield Road West, Bronxville, N. Y.

Digest—Last month the *Family-Community Digest*, "a new magazine covering the home front," made its initial appearance. Jointly sponsored by the National Council for Parent Education, the Vassar College Summer Institute for Family and Child Care Services in Wartime, the Institute on Personality Development, the Merrill-Palmer School, and the Progressive Education Association, the periodical contains original articles and abstracts from other publications concerned with civilian health and safety, child and family life in wartime, consumer education, inter-family cooperation, marriage counseling, the role of women in the war and in the community. The editors are Ruth Mallay and Joseph K. Folsom. Subscription price, $1 a year for six issues, 35 cents a copy, from Vassar College, Poughkeepsie, N. Y.

For Undergraduates—Elementary training in social work to aid students to become counselors in defense plants, recreation leaders, and community organization workers is being planned by the sociology and psychology departments of Barnard College, Columbia University, New York. Included in the curriculum will be courses in community organization, sociology of war, social psychology of leadership, problems of the individual.

Group Work Institute—In order to help meet the acute shortage of workers in group work and recreation agencies, the New York School of Social Work, in consultation with representatives of national agencies, has planned a four-week intensive institute to be held April 12 to May 8. The institute will be regarded as supplementing in-service training programs of agencies. It is designed to orient students to certain basic aspects of recreation and group work principles and methods. The institute will consist of four units: principles and methods of meeting needs of groups and individuals; problems of administration and supervision; social planning and organization; seminar. In addition it will include two Saturday workshops in games, arts, crafts, and dramatics.

The tuition will be $50 for the Institute plus a $5 admission fee for new credit students. For further information inquire of the New York School of Social Work, 122 East 22 Street, New York City.

People and Things

LAST month Survey Associates glowed with pride at finding *Survey Graphic* on the New York Public Library's Honor Roll of Race Relations for 1942, a list of twelve Negro and six white "individuals, organizations or institutions" compiled in a nationwide poll. Also on the roll was Alain Locke of Howard University, special editor of *Survey Graphic's* November issue, "Color: Unfinished Business of Democracy," through which the magazine's honor was won. Besides *Survey Graphic*, the "whites" cited for having done most for

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the improvement of race relations "in terms of real democracy" were: Dr. Franz Boas, recently deceased; Wendell L. Willkie; Warner Brothers motion picture studios; Lillian Smith, editor of *The South Today;* the National Maritime Union. In addition to Dr. Locke the Negroes named as having most distinguished themselves during the year were: Captain Hugh Mulzac of the Liberty ship Booker T. Washington; Edward Kennedy ("Duke") Ellington, musician and composer; Dr. George Washington Carver, noted scientist, recently deceased; Willard S. Townsend, member of the executive committee of the Congress of Industrial Organizations; J. Ernest Wilkins, Jr., aged nineteen, Ph.D. from the University of Chicago.

Military Service—Last month Robert M. Heininger was commissioned a lieutenant in the U. S. Naval Reserves and left the United Service Organizations, where he was executive for program services. He is now at the Naval Training School at Dartmouth College. . . . David L. Robinson, Jr., on leave as executive director of the Public Administration Service, Chicago, has been commissioned a major in the U. S. Army. He is attending the School of Military Government at Charlottesville, Va. . . . Jolly J. Barr, parole officer for the Huntington County (Ind.) Department of Public Welfare, last month went into the navy to serve as a chief specialist in the physical fitness program.

War Jobs—In order to undertake a comprehensive study of Brazilian manpower as a supplement to a recent survey of Brazilian economy made by a United States technical commission, Robert W. Bruère, one-time industrial editor of Survey Associates and more recently chairman of the Maritime Labor Board, left last month for South America. . . . On the first of this month Florence Hosch, former executive secretary of the Illinois Board of Public Welfare Commissioners, took up duties in New York as assistant to the director of Region II of the Office of Defense Health and Welfare Services. . . . In England directing an American Red Cross clubhouse is Lavinia Keyes Ebling, former director of the division for children and youth of the Federation of Protestant Welfare Agencies, New York. . . . Joe R. Hoffer, erstwhile education-recreation secretary of the Council of Social Agencies in Philadelphia and more recently on the staff of the United Seamen's Service, is now in Washington as executive of the Joint Committee on Evacuation. . . . The Rev. Walter McGuinn, S. J., has been granted a leave of absence as dean of the Boston School of Social Work to assume full time responsibilities as vice-chairman of the War Labor Board for New England. During his absence from the school his assistant, Dorothy L. Book, will serve as acting dean. . . . Sidney A. Teller who recently retired as director of the Irene Kaufman Settlement in Pittsburgh is now on a goodwill mission in Mexico as a special delegate of the Pan American Good Neighbor Forum.

Blackstone

CHARLOTTE E. CARR

Among the well known social workers most recently to take their talents to Washington is Charlotte E. Carr, former director of Hull-House Association, Chicago, who last month was appointed assistant deputy chairman of the War Manpower Commission. Before going to Hull-House in 1937 Miss Carr was for two years director of New York City's old Emergency Relief Bureau. She has also been director of Labor and Industry in Pennsylvania. In her new position she will serve under Fowler V. Harper, WMC's deputy chairman in charge of race relations.

Changes—Last month Leo Arnstein, first deputy commissioner of welfare for New York City was named to succeed William Hodson as commissioner. Mr. Arnstein first became acquainted with public welfare administration as a member of the advisory board of the city Emergency Relief Bureau of early depression days. . . . Howard P. Jones recently resigned the position of New York State civil service commissioner to become deputy comptroller of the State Department of Audit and Control. . . . After twenty-seven years as an official of the Camp Fire Girls, Inc., Lester F. Scott is retiring at the end of this month. His position as national executive will be filled by Martha F. Allen, now assistant executive. . . . William V. Nixon, former executive of the Monroe County (Pa.) Board of Assistance, is now the executive secretary of the Pennsylvania Welfare Conference. . . . The newly formed program division of the National Travelers Aid Association has as its director Madeline L. MacGregor, for the past six years executive secretary of the Chicago Travelers Aid Society.

Consumers League—Major changes are announced by the National Consumers League, established in 1899 under the dynamic leadership of Mrs. Florence Kelley to secure and safeguard better labor laws for women and children. The organization on February 15 moved its headquarters from New York City to Cleveland, and Elizabeth Magee, executime secretary of the Consumers League of Ohio, became executive secretary of the national organization on a part time basis. Miss Magee, a well known leader in the field of labor legislation, has been with the Ohio League since 1925. Earlier, she was on the staff of the industrial department of the YWCA and director of the Wisconsin Summer School for Workers in Industry.

In Memoriam—Approximately 2,500 persons attended the memorial services for New York City's late welfare commissioner, William Hodson, held in the Hunter College Auditorium in New York, February 16. Among them were employes from the City Department of Welfare, public officials, leaders in public and private social work, and personal friends. The speakers included former governor Herbert H. Lehman, director of the Office of Foreign Relief and Rehabilitation, for whom Mr. Hodson was undertaking a mission when his Africa-bound plane crashed in the wilds of Surinam.

Pointing out that Mr. Hodson gave his life for his country "just as certainly as the American marines who died on Guadalcanal," Mr. Lehman said: "His service was to his government and to his fellow Americans. But it was more than that. His service was dedicated also to all men everywhere who are hungry or homeless or who are suffering. . . . He was one of the tireless civilian army who labor with never-flagging devotion to the dream which is dreamed by all men of goodwill—the vision of a better world . . . where men can live once more like brothers. . ."

Other speakers were Homer Folks, executive director of the State Charities Aid Association; Mrs. Sidney C. Borg, vice-president of the Federation of Jewish Philanthropic Societies; Edward E. Rhatigan, first deputy welfare commissioner; Robert P. Lane, executive director of the Welfare Council of New York City; the Rev. Dr. John H. Johnson, of St. Martin's Church; Msgr. Robert F. Keegan, executive director of the Catholic Charities of the Archdiocese of New York; Fiorello H. La Guardia, mayor.

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Readers Write

The Problem Remains

TO THE EDITOR: The interesting article in the December 1942 issue of *Survey Midmonthly* by Siegfried Kraus, called "Salvaging the Homeless," was stimulating, but it contains a basic impracticality, a basic lack of realism. The assumption underlying Mr. Kraus' proposed plan for the utilization of unattached homeless and unemployed men, such as "the bowery bums," is that they can be put to work, that "they will then be told where to get jobs." It is true that the plan suggests also rehabilitation centers, councils, guardians, and camps which may help readjustment to normal life. The problem of employment, however, still exists and is in no way solved.

We cannot overlook the fact that in New York City there are, today, more than 400,000 known unemployed. What the actual strength of unused man and womanpower is in this city, alone, cannot be known exactly. This is another example of our hacking at the branches of the tree of social ills without striking once at the roots. E. K. SCHWARTZ
Committee on Work Projects
Board of Education, New York

Social Work's Superstructure

TO THE EDITOR: When Mr. Kellogg asked me to renew my membership in Survey Associates, he raised the question as to whether *The Survey* might be a war casualty. I definitely think it should not be.

While I feel so strongly about the need for *The Survey*, I also wonder what is going to happen to the entire superstructure of social work, of which *The Survey* is a part. I do not think that "casualties" should come as a result of individual social workers and others feeling the pinch of increased income taxes and therefore reducing their contributions to various national organizations. In other words, I wish there might be some way in which leadership, united leadership, could be demonstrated on the national level so that planning rather than "losses by default" would be the thing to determine what is necessary to the profession during the period of the war.

Many of us frequently think of the teaching and medical professions and how they have set their houses in order. The National Education Association and the American Medical Association are both all-inclusive groups with many specialized groups functioning within their frameworks. Both organizations sponsor publications as well as meetings and conventions. However, in social work we have the Survey Associates publishing a magazine and carrying out an independent plan for financial support. Then we have the National Conference of Social Work as a separate unit, with a separate and competitive plan of financing, to sponsor a national conference. Both groups have looked to individual workers, agencies, and foundations for support. Furthermore, there is the National Social Work Council, which has depended for financial support on its participating national agencies as well as on contributions from foundations. Still another group is the National Information Bureau which renders an important service, but again with a separate financial structure. The Social Work Publicity Council and the Social Work Vocational Bureau are also looking to individuals and foundations for support, as does the American Public Welfare Association. Then, of course, there is the American Association of Social Workers calling on about 10 percent of the practicing social workers for the support of its work. Special-interest professional groups, such as the American Association of Medical Social Workers and the American Association of Psychiatric Social Workers, also compete for the contents of the pocketbook.

Isn't it about time that we apply some of the principles of community organization on the national level? Wouldn't it be well for the presidents and executives of these various groups to sit down together, with representation from foundations, to consider their common problems of financing? There may be good and sufficient reasons for this "separateness" and competition, and there may be individuals who keep turning over the barrels to perpetuate what we have in the superstructure, but hasn't the time come for them to sit down together to do some thinking and facing? Who will take the leadership in calling such a meeting?
New York MACENNIS MOORE

Rejoinder

TO THE EDITOR: In his letter published in the January *Survey Midmonthly* Robert P. Lane says he wants "the author" of an editorial in *The Churchman* on the National Information Bureau to make "definite, precise accusations." I supposed I had. By way of illustration: "Thus, false and misleading statements have been released to the membership of the NIB without the knowledge of the organizations maligned." Also: "In certain cases reports marked 'Confidential to members' have been mailed to people who had no affiliation with the NIB." Also: "It is presumptuous for the NIB to take the position that it has now, or ever has had, a staff competent to pass authoritative judgment on the national, interstate and foreign agencies involved in its appraisals." If those aren't "definite, precise" charges I don't know what words mean.

Mr. Lane says that "replies . . . should naturally be sent to the publication making the charges." Let me quote briefly from three recent letters in *The Churchman*, since the writers are all distinguished heads of important church agencies. Dr. Henry A. Atkinson, head of the Church Peace Union, writes: "For years this bureau [the NIB] has assumed too much responsibility in fields in which it has no particular competence." Dr. Robert W. Searle, general secretary, Greater New York Federation of Churches, writes: "It is a very serious thing for the church to have in existence a lay organization with a self-perpetuating board in which one person not particularly sympathetic to the church (as I gain from conversations) is permitted to pass judgment upon efforts promoted by responsible religious bodies in such a way as to hamper those efforts." Dr. Henry Smith Leiper, executive secretary, Universal Christian Council, New York: "I know of several very important agencies of relief which would have died had the NIB been able to accomplish their demise by their direct and indirect attacks, but which have established themselves to such an extent that now even that organization wouldn't dare to attack them under any circumstances."

Is Mr. Lane asking for a Hitlerized America in which an organization which passes judgment on large numbers of social welfare organizations is itself immune from judgment?

GUY EMERY SHIPLER
Editor, The Churchman, New York

A Scapegoat

TO THE EDITOR: The Public Education Association wishes the public to share its indignation that today progressive education is being made the scapegoat for those evil but inescapable by-products of war—community unrest and rising juvenile delinquency. There is a continuous stream of misleading propaganda emanating from certain groups who claim to speak for America. They make the preposterous assertion that progressive education, as practiced in the activity program, is the root of all evil; that it stems directly from communist Russia; and that America imported this foreign philosophy of education, thereby corrupting our educational system.

Although we are tempted to treat these statements with the contempt they deserve, because of the widespread publicity they received they must be refuted. These self-styled patriots have evidently never heard of Horace Mann, 1796-

(Continued on page 94)

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Book Reviews

Burdens of Subnormality

THE SUBNORMAL ADOLESCENT GIRL, by Theodora M. Abel and Elaine F. Kinder. Columbia University Press. 215 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE authors of this compact and interesting study are particularly qualified to present us with firsthand knowledge of the subnormal girl, as both have spent a number of years in daily contact with her. They have observed her with scientific concern as she functioned in the community, the custodial institution, the clinic, the schoolroom, and the factory. They have attempted to make the reader realize that the problems of the subnormal girl constitute a challenge to everyone who must think *with* her and *for* her, and this includes not only her parents and teachers but the members of the community in which she lives as well. The book then is provocative and informative and should be read by all who are in any way in touch with girls of below average intelligence.

Its main purpose is to set forth some of the most serious difficulties which are encountered by the subnormal girl during the period of adolescence and, since she never really grows up, during her entire lifetime.

One of the most illuminating chapters is devoted to a comprehensive review of the burdens this girl too often places upon the community. Convincing evidence is given that the most effective means of decreasing this burden would be by the early diagnosis and intelligent handling of every girl who deviates from the norm and is unable to make a satisfactory adjustment. As the result of psychological study of such a girl and an analysis of environmental conditions, her educational and social activities may be gauged so that they can be organized within the range of her capacities.

In another chapter, illustrations are offered to show how the subnormal girl often suffers because she is held responsible for acts the significance of which she has failed utterly to comprehend. Her helplessness and her inability to cope with complicated social situations are stressed.

The reader is made aware of the fact that the greatest obstacles to the care and study of the subnormal girl are the widespread prejudices and erroneous ideas that still exist as to the causation and treatment of the condition of subnormality. He is reminded that no really adequate program of research has as yet been developed whereby a deeper conception of this whole problem might evolve which would place it upon a firm and scientific basis. In the meantime, all who read this book will unite in the authors' plea that the public make more use of the practical knowledge regarding the subnormal which is now available.

The excellent bibliography offers stimulating suggestions as to sources of further information on the subject.

EMILY THORP BURR
Vocational Adjustment Bureau

Government As Employer

EMPLOYE RELATIONS IN THE PUBLIC SERVICE — A REPORT SUBMITTED TO THE SERVICE ASSEMBLY BY THE COMMITTEE ON EMPLOYE RELATIONS IN THE PUBLIC SERVICE— by Gordon R. Clapp, chairman. Published by the Civil Service Assembly of the United States and Canada, Chicago. 246 pp. Price $3, postpaid by Survey Associates, Inc.

THIS report is the first of a series to be published by various committees of the Civil Service Assembly to discuss the various phases of personnel administration.

The committee studying employe relations in the public service assembled and studied the points of view of leading students and practitioners. An attempt was made to identify the major questions in the area of employe relations and to present the pros and cons available in the body of literature on these questions. The report, therefore, is the result of group effort and group thinking.

Very effectively it relates the experience of organized employe organizations in private industry to their experience in public personnel administration. The attitudes and theories of government as an employer are discussed, as well as the broad issues of employe relations in the public service. The report suggests that these relations comprise a definite area of administrative problems and opportunities. It recognizes direction or guidance in this area as a function of a personnel agency, though the agency may delegate these functions to a specialized unit within its staff.

Chapter VI is unusual in dealing with the role of the personnel agency in employe relations. Since there has been little exploration, study, or discussion in this area, there was almost no literature to examine, so that in this chapter the committee makes an original and unusual contribution.

Public welfare staffs especially will note that the report gives full recognition to individual differences in human personality and ability as being at the root of many of the problems of social organization and relationships. It points out that, in its simplest form, the history of labor relations in industry and in government is the story of efforts to establish recognition of the fact that individuals continue to be individuals even though they perform service as employes of others.

The emphasis throughout the report is on the importance of imagination, creative experimentation, discussion, and leadership in personnel administration since human behavior and conduct defy precise predictions or patterns. Says the committee: "More than any other of the personnel functions, perhaps, employe relationship policies are *ways of doing* the recognized tasks of personnel management, of providing for wider participation in the tasks."

At a time when so much is said and written about the "democratic way" and about "morale," the report is especially significant since it focuses attention on the importance of internal democracy within the public administrative unit and on the importance of employe morale as it results from policies of constructive dealing with organized employes.

Included is an excellent bibliography for students of employe relations.

ELLA WEINFURTHER REED
American Public Welfare Association

Casework and Relief

RELIEF PRACTICE IN A FAMILY AGENCY, edited by Cora Kasius. Family Welfare Association of America. 121 pp. Price $1.50, postpaid by Survey Associates, Inc.

THESE six papers on "Relief Practice in a Family Agency" represent a valuable and much needed contribution to casework practice in the area of relief. Too often projects such as Anna Kempshall describes in her introduction benefit only the participants. We are grateful that the staff of the Community Service Society is sharing with the profession the findings of its analyses and discussions. The material is valuable not only as a real contribution to professional thinking, but also as a stimulus to similar enterprise in other agencies.

Although the purpose of the papers, as Miss Kempshall says, "is only to describe and analyze current practice," this very analysis clarifies problems that have long been of concern not only to workers in private family agencies but to all who are active in relief administration. We find here a picture of the changing relief role of the family agency as better understanding of clients' needs and the changing community have influenced its function. We find, too, a searching discussion and clarification of some of our familiar relief bugaboos. What place does relief have in the treatment of dependency? Indeed, when is so-called "dependency" dependency, and when is it something else? Lucille Nickel Austin gives us some provocative suggestions in her article on "The Place of Relief in the Treatment of Dependency." Or take the age-old question, do we or do we not pay clients' debts? Madeline U. Moore gives us some definite ideas as to the how, the when, and the why of relief in problems of indebtedness. Equally helpful are: the accept-

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ASSOCIATE AND SPECIAL GROUP MEETINGS

70th National Conference of Social Work

AMERICAN LEGION

National Child Welfare Division
Cleveland Regional Meeting
Wednesday, May 26—8:30 P.M.

AMERICAN SOCIAL HYGIENE ASSOCIATION

Members and friends are invited to visit the Association's exhibit and to attend our Associate Group meetings on SOCIAL HYGIENE IN WARTIME at 8:30 P.M. on Wednesday, May 26th, in the Assembly Room of the Hotel Hollenden in Cleveland.

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Speakers: Arthur Root, Executive Officer,
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William N. Martin, Wyomissing School,
Wyomissing, Pa.

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281 Fourth Avenue, New York, N. Y.

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Meetings: Monday, Tuesday, Wednesday afternoons and Thursday evening. See program.

St. Louis:
Meetings: Tuesday afternoon and Wednesday evening

Cleveland:
Consultation and information at Booth
Meetings: Friday evening, May 21st, all day Saturday and Sunday; and Monday and Tuesday afternoons

NATIONAL PUBLICITY COUNCIL—for Health and Welfare Services (formerly, Social Work Publicity Council, Inc.)

Meeting Tuesday, March 9th—4:00 P.M., on publicity and public relations. Display of actual publicity selected from agencies throughout the country—also of "how-to-do-it" publications on using different publicity media. Consultation service. Delegates are invited to headquarters booth.

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Hotel McAlpin, Colonial Room, New York City

April 13—2:00 P.M. and 4:00 P.M.,
Statler Hotel, Rooms 102 & 104, St. Louis, Mo.

May 25—11:00 A.M.—Discussion on the Physically Handicapped, Cleveland, Ohio

May 25—2:00 P.M. and 4:00 P.M.,
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ance of the use of relief in supplementing inadequate wages; the uses of emergency relief; and the basic concepts of family budgeting and management.

We could wish for more analysis of casework skills in relief service. It would be interesting also to have some discussion of the role of the family agency in long time relief services where either full or partial maintenance relief is given. Perhaps consideration will be given to these points in later discussions.

The basic philosophy and the admirable case illustrations presented in the six articles should be interesting to board members and volunteers as well as to professional staff. And board members as well as staff should be concerned with promoting similar analyses of casework practice throughout the field, for, to quote Miss Kempshall again, "Without the continuous study by its practitioners of findings and methods, casework cannot progress."

Pittsburgh, Pa. MARGARET E. RICH

The War and Social Work

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK, 1942. Columbia University Press. 670 pp. Price $5, postpaid by Survey Associates, Inc.

THIS volume is not to be dismissed as a mere record of what went on last May in New Orleans or even as a sort of honor roll of the best that was thought and said at that meeting. Its implications for social workers are far deeper, for through careful selection from the 122 papers presented at the meetings and through thoughtful arrangement of the fifty-one chosen for publication, the editors have managed to produce an integrated picture of social work's response to the challenge of war. People who say that social workers are not realists should read this book, for it is full of fact facing: first in relation to the basic social, economic, and industrial problems which threaten to handicap the country in the prosecution of the war; second, in relation to the changing nature of these problems under wartime conditions; third, in relation to what is to be expected when victory comes. The thread of concern, of course, is the social worker's part in tackling these problems —most of them not really new but only intensified and sharply outlined by war.

In addition to six papers of featured speakers under the heading of War Challenges Social Work, the book includes groups of papers on the South; Minorities and Civil Liberties; Unemployment and Industrial Relations; Migration and the Alien; Health; Family Allowances. Also included are papers more specifically concerned with the organization and practice of social work, arranged under the following topics: the Impact of War Upon Social Work Organization; Men in Service; Public Social Services: the Theory and Practice

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of Group Work; Children in Need; the Negro; the Delinquent; the Physically Handicapped; the Alcoholic; the Family in Debt; Professional Training and Evaluation; Administration, Research and Social Action. At the beginning is a foreword by Arthur Dunham, chairman of the editorial committee.

KATHRYN CLOSE

Where We Lag

SOCIAL INSTITUTIONS, by Harry Elmer Barnes. Prentice Hall. 927 pp. Price $5.35.
THE AMERICAN WAY OF LIFE, by Harry Elmer Barnes and Oreen Ruedi. Prentice Hall. 802 pp. Price $5.
Postpaid by Survey Associates, Inc.

THE keynote of both of these volumes, insofar as it can be expressed in a single brief quotation, is found in "Social Institutions":

"The chief reason why we find ourselves encompassed by world-shaking changes is that our material culture—our science and technology—has moved ahead much more rapidly than the social institutions through which we seek to control and utilize our mechanical facilities. In an era of dynamos, transoceanic clippers, radios, television, and automatic machines we still rely on institutions which had reached maturity in the days of Abraham Lincoln—many of them at the time of George Washington. The social thinking and institutions of the stagecoach era have signally failed to sustain a society which boasts stratosphere airliners.

"Classical culture fell because Greek and Roman ideas and institutions—Utopian philosophy and imperial politics—got ahead of the limited technology, especially in the realm of transportation. Our culture, on the other hand, is gravely threatened because our machines have moved far beyond our social thinking and institutional patterns. We shall never enjoy any assurance of personal security or international peace until our institutions catch up with our unprecedentedly rich and diversified material culture."

No person has contributed more than Mr. Barnes to the diffusion of this thesis and to the popularization of the data supporting it. In the volumes here under review he further advances this doctrine and brings the data up to date. The suggestion in the preface of "Social Institutions" that "no other book of its kind in any language provides so ample an historical background for the appraisal of our institutional problems and readjustments" seems entirely warranted.

It is impossible in the space allowed to enter into a detailed evaluation of the tremendous volume and variety of data and theory here presented. The titles of the six principal divisions of the book will give some idea of the inclusiveness of the contents:

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The book is a rare combination of historical erudition, scientific outlook, and literary skill.

"The American Way of Life" is based on Mr. Barnes' recent "Society in Transition," on "Social Institutions" reviewed above, and on a forthcoming volume on "Programs of Social and Economic Reconstruction." "The book is intended to serve both the general reader, who wishes to find his way in the welter and confusion of our critical days, and the beginning student of social science, who seeks orientation in studious pursuits amidst the mazes and complexities of our time."

An excellent selection of material, together with an unusually readable style, should make this volume very popular for the purposes indicated. Indeed, I believe it could be successfully used also in the upper years of high school. As for the general public, there are many millions who need to read this book. This is not to say that the book is primarily or even mainly devoted to carping criticism or the propagation of any "party line." It regards the "American way," as the "Middle Way," and is optimistic over the prospects of democracy, provided we adapt ourselves to the changing institutional demands of modern technological culture.

GEORGE A. LUNDBERG
Bennington College

READERS WRITE

(Continued from page 89)

1859, who laid the foundations in Massachusetts of our modern educational system nor of Francis Parker, who operated widely known progressive schools in Quincy, Mass., and Chicago before 1900. They overlook a third great American—William James—who died in 1910 and whose theory of pragmatism is the philosophical basis of progressive education. They also ignore John Dewey, who applied James' philosophy to education and who, in his educational classics, "School and Society," in 1899, and his "School of Tomorrow," published in 1915, described numbers of progressive or activity schools operating in this country.

Therefore, to talk about the activity program as being imported from Russia is not only sheer nonsense but it is dishonest as well.

We maintain that the activity program is a thoroughly American procedure. Progressive education was nurtured in our democratic society because it meets the need of that society. It takes account of the whole child and does not—as formal education does—seek to isolate the mind and train it by itself. It encourages in children self-discipline and the ability to think for themselves and to make their own decisions. It is therefore ideally suited to our democratic state, each of whose citizens is expected to govern himself, to make his own decisions and his individual contributions to our society.

We must continue vigorously to resist and confute the statements that progressive thought and action are alien to America. Who could have been more progressive in thought and action than our founding fathers? Are we to regress to the restricted and repressive concepts from which they fled?

America is today, as it has always been, a forward looking nation. The activity program and progressive education are practical methods of education for our American way of life. We have led the world in our concepts of free schools and free education for all men. We have always pioneered. Today, more than ever, we must continue to push forward, not to retreat.

MARGARET S. LEWISOHN, *Director*
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NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway at 58th St., New York. Ruth Houlton, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, Public Health Nursing.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

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?

Is your organization listed in the Survey's Directory of Social Agencies? If not— why not?

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DIRECTORY OF SOCIAL ORGANIZATIONS

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BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 70 Fifth Avenue, New York City. Coordinates the athletic work of 100 Boys' Clubs, Settlement Houses and Community Centers in Greater New York. Gustavus T. Kirby, Honorary President; Edward P. F. Eagan, President; Edson K. Green, Treasurer; Willard L. Kauth, Director. Sponsors the Benjamin Harrison Recreation Center, 657 Tenth Avenue, the Theodore Roosevelt Recreation Center, 698 Tenth Avenue, the Lincoln Recreation Center, 235 West 113 Street, the Forty-Ninth Street Craft Shop, 424 West 49 Street, the Tot Lot, 422 West Forty-Ninth Street, Camp Sebago and Camp Wakonda in the Interstate Park.

BOYS CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. BoysCluBs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

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THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

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